

AUG 29 1951

HOUSING

LIBRARY

Vol. 18

MARCH, 1929

No. 1

A GREAT HOUSING CONGRESS AT ROME

SEPTEMBER 12-19

Following their extraordinarily successful meeting at Paris last July, the International Federation for Housing and Town Planning, of which Raymond Unwin is President, C. B. Purdom Hon. Secretary, and H. Chapman Organizing Secretary, is now preparing to hold another great International Congress at Rome. This will be held beginning with a preliminary meeting in Milan on September 12th, followed by a lecture on the development of Milan and study tours of the city, which will enable delegates to observe the work being done in that city and surrounding districts. It will also afford an opportunity of visiting the beautiful Italian Lakes.

The Congress proper will open at Rome on September 14, and will continue, including study tours and visits, until the 19th.

At the conclusion of the formal sessions in Rome, it is contemplated that members of the Congress will visit Naples and the delegates who wish will also be afforded an opportunity when in that neighborhood of visiting Pompeii, Capri and Vesuvius.

ROME

Rome is of special interest to students of town planning. Its importance as an example of historical city development needs no emphasis. There will be lectures and discussions upon the growth of Rome and the problems of historical towns in general. There will also be visits to the chief places of interest in Rome so that the lessons of the past may be studied on the spot. Rome is also interesting from a modern point of view, for in no town are there so many difficulties to surmount in replanning in accordance with modern needs; carefully designed adaptations, skilful compromises between the inviolability of the ancient city and the practical necessities of the modern capital are

attaining a result that each day draws nearer to perfection. The great town planning projects to restore the glories of ancient Rome and to provide facilities for modern traffic needs, and the immense effort to combat the housing crisis by building large housing schemes on the outskirts, will be well worth studying by the delegates.

CONGRESS MEETINGS AND EXHIBITION.

The opening meeting will be held in the Campidoglio and all the other Congress Meetings will take place in the Palazzo dell Esposizione. The latter building is situated in the Via Nazionale in the centre of the town, and contains a number of suitable halls and rooms. There will be ample opportunities for social intercourse and for delegates to have meetings in small groups. In the same building there will be an exhibition devoted to Italian housing and town planning exhibits, which will be contributed by all the principal official bodies and housing and town planning organisations in Italy. Arrangements will be made for lantern lectures.

PAPERS AND DISCUSSIONS

The Congress papers and reports will be sent to delegates for study before the Congress. For each main subject a general report will be prepared on the papers presented to serve as a basis for discussion. To give opportunity for full discussion Congress meetings will be held concurrently so that more than one discussion may go on at the same time. Full sessions of the Congress will be held on the opening and closing days.

CONGRESS SUBJECTS

The Historical Development of Milan (Lecture). The Historical Development of the Plan of Rome and its Significance for Modern Town Planners (Lecture). The Need for Research in Rural and Urban Development.

REPLANNING OLD AND HISTORIC TOWNS TO MEET MODERN CONDITIONS

Modern standards of town planning, public health and housing and the need for traffic facilities necessitate replanning old and historic towns. In this work due regard has to be paid to safeguarding the distinctive character of whole quarters or of individual buildings where the historical, æsthetic or architectural values are important. The object of the papers and discussions will be to ascertain the best methods

by which such schemes can be carried into effect without unduly burdening public authorities. It will involve a consideration of principles on which improvement schemes (demolition, rebuilding, and reconstruction) can be carried out that will take into account the need for traffic facilities and open spaces of various kinds and the necessity for reducing the burden on public authorities to a minimum.

METHODS OF PLANNING FOR THE EXPANSION OF OLD AND HISTORIC TOWNS

The object of the papers and discussions on this subject will be to survey the methods by which such towns have been or are being extended, the lessons to be learned from these, and how towns should be extended in future. The method of continuous building all round the existing town, the provision of a belt of green space, radial development with large open spaces between and self-contained units of development are examples of different methods. For each method it will be necessary to consider the appropriate arrangements for transport, etc. It will be necessary to discuss to what extent and by what legislative or economic means building should be regulated so that enterprise may be encouraged and development carried out in a rational and disciplined manner.

FINANCING WORKING CLASS AND MIDDLE CLASS HOUSING, WITH SPECIAL REFERENCE TO METHODS OF ATTRACTING NEW CAPITAL

Finance is still the object of grave consideration by public authorities and by all those endeavouring to combat the housing crisis. The resources of many public authorities are very much strained, and there is hesitancy in investing private capital in housing enterprises.

The object of the papers and discussions will be to ascertain methods of assuring increased resources for building working and middle class houses. This will involve discussion of the possibilities of obtaining larger contributions from public bodies, the development of existing private sources of capital and finding new sources. Among the sources of private capital for consideration are Building and Loan Associations ("Building Societies"), Sociétés de Crédit Immobilier, First and Second Mortgage Banks, Savings Bank Loans, Public Utility Housing Societies, Housing Bonds, etc.

PLANNING APARTMENT HOUSING SCHEMES IN LARGE TOWNS

In many large towns most of the dwellings are in large multi-family buildings. It is necessary to study the principles that should

govern the planning of this type of dwelling, as important problems of hygiene, morality and social conditions have to be considered. Among the points for discussion are the most favourable site from an economic point of view, the best distribution of buildings in relation to roads and open spaces, and the most suitable type of dwelling from the point of view of number of stories, inner and outer courts, number of dwellings per stairway on each floor, the placing of conveniences, etc. The question of housing large families forms part of this question.

The economic aspects of the problem are of primary importance, particularly for working and middle class housing.

AMERICAN PARTICIPANTS

The Papers to be contributed from America will be by well known authorities in their respective fields. The Paper on Financing of Working Class and Middle Class Housing will be contributed by Alexander M. Bing, President of the New York City Housing Corporation. A Paper on Building and Loan Associations in the United States will be contributed by Charles O'Connor Hennessy, the well known authority on that subject and President of the Franklin Society for Home Building and Saving of New York. The Paper on Planning Apartment Housing Schemes in Large Towns will be contributed by Lawrence Veiller, Secretary of the National Housing Association.

On the City Planning side of the Congress, the subject of Replanning Old and Historic Towns to meet Modern Conditions is to be treated by two leading American town planners—Colonel Ulysses S. Grant, III, will discuss the rebuilding of the Nation's Capital, Washington, and Arthur A. Shurtleff, the distinguished Massachusetts City Planner, will describe the unique rebuilding of an ancient town in America, the town of Williamsburg, Virginia, which is being restored to its Colonial condition by John D. Rockefeller, Jr., and in which Mr. Shurtleff is acting as technical adviser. The interesting subject of planning for the Expansion or Extension of old and historic towns will be presented by Professor Aubrey Tealdi, Town Planner, of the University of Michigan.

It is quite evident, from the programme and from what is proposed for visitors in the way of study tours and visits to historic places in Italy, that this Congress offers a feast of intellectual delight, and of benefit to students of the housing and town planning movements. No American who can possibly afford the time to make the trip should miss this opportunity.

It is expected that there will be a large delegation from the United States as the Congress has been timed for a time of year that will make a visit to Italy unusually interesting and attractive.

Persons wishing further details with regard to this Congress can obtain them by applying to the National Housing Association, 105 East 22nd Street, New York City.

AMERICA'S TOWN PLANNING CONFERENCE AT BUFFALO

MAY 20-23

What promises to be one of the most valuable and interesting Conferences that have heretofore been held in this country on the subject of city planning, if one can judge from preliminary announcements, is the 21st Annual Conference on City Planning to be held under the auspices of the National Conference on City Planning at Buffalo and Niagara Falls, beginning on May 20th and lasting until May 24th.

That the Conference is one which no student of city planning in the United States can afford to miss is evident from the Preliminary Programme already announced.

At the Conference sessions, Papers will be read by such leaders and eminent authorities in the city planning movement as Thomas Adams, Edward M. Bassett, Professor Ernst Freund, the great legal authority; George B. Ford, Alfred Bettman, Robert Whitten, Harland Bartholomew, J. C. Nichols, Louis Brownlow, Horace L. Seymour of Canada, Harold S. Battenheim, Lawrence Veiller and L. H. Weir, the authority on recreation.

Among the topics to be discussed are such live subjects as the Development of Outlying Shopping Centers, Regional Planning, the County as a Planning Unit, the Niagara Frontier, Legal Aspects of Zoning and City Planning, Trends in Platting Control, Acquisition of Public Open Spaces and Building Lines, The Law of Ancient Lights and New Discoveries with Regard to Light, Standards in Planning for Recreation, What Makes the City Beautiful, Traffic Analyses and Forecasts, Replanning of Streets, etc.

In addition to the sessions at Buffalo, the final session will be held at Niagara Falls on Thursday, May 23rd, with opportunity for tours of both Buffalo and Niagara Falls after the close of the Conference.

Further details of the Conference can be obtained from Flavel Shurtleff, Secretary, National City Planning Conference, 130 East 22nd Street, New York City. The final programme will be issued about April 15th.

THE EBENEZER HOWARD MEMORIAL

There is probably no person who so fittingly deserves a Memorial as the late Sir Ebenezer Howard, that gentle soul to whose vision and courage are due the establishment of the Garden City Movement—given outward and manifest form in the two English Garden Cities of Letchworth and Welwyn.

It is very appropriate, therefore, that a short time after his death his friends in England and throughout Europe should take steps to perpetuate his memory in a Memorial to his spirit and his work.

The Ebenezer Howard Memorial Committee has recently been formed for this purpose under the Chairmanship of Cecil Harmsworth. In a Call for the establishment of this Memorial, signed by leading housing reformers and town planners the world over, it is stated very appropriately that a Memorial worthy of his name must be a living one.

His eager spirit and fertile mind were far from content with the founding of only two towns, or with the work which has begun in the direction of initiating and spreading the town planning movement and giving impetus to the demand for better housing conditions throughout the world. * * *

Letchworth and Welwyn will continue to grow and they will be permanent monuments to the genius of their founder, but if his work is to be brought to its full fruition, much has to be done to enable the world to realize the full value of his ideas. Other Garden Cities or Satellite Towns must be brought into being. Increasing efforts must be made to convince statesmen, reformers, financiers, manufacturers and others of the essential rightness and practicability of the policy of diffusing industry and population and reducing concentration in the over-crowded cities of the world.

The work of influencing public opinion, and in particular of satisfying the minds of those in responsible positions who have the power to give effect to this policy, depends to a large extent on marshalling and presenting the economic and sociological evidence in its support.

In announcing their purpose to raise a Howard Memorial Fund, the signers of the Call make the following statement as to how the fund will be used:

- (1) To perpetuate Sir Ebenezer Howard's name by the erection of tablets in the Garden Cities of Letchworth and Welwyn, which he founded, and in London, which was his birthplace.
- (2) To undertake study and research relating to the principles which should govern the location and distribution of population and industry, including their bearing on regional planning, good housing and city design; and to provide for spreading throughout the world the information or results obtained, by means of books, scholarships, lectures, or other means.

After providing for the first object, the fund will be divided into two sections: (a) British, and (b) International. It is proposed that the British Fund shall be paid over to the British Garden Cities and Town Planning Association and the International Fund to the International Federation for Housing and Town Planning, the two bodies with which Sir Ebenezer Howard was most intimately connected, to be administered by them respectively.

Subscribers should indicate to which section of the Fund, British or International (or both), they desire their subscriptions to be allocated. If this is not done, the subscription will be allocated as the Committee think fit.

Progress of the Appeal will be periodically reported in "Garden Cities and Town Planning," and in the official Bulletin of the International Federation for Housing and Town Planning.

The Committee, which includes representatives of organisations in many lands associated with Howard's work, confidently appeals to all who have at heart the movement for which he labored, to join with them in ensuring that a sufficient sum of money shall be raised amply to fulfil the objects which the Committee have in view.

The signers of this Call, though necessarily limited to a few individuals in each country, is such a roster of the leaders in the housing and town planning movement that we give it in full.

It will be noted that for America the Call has been signed by Robert W. de Forest, Alexander M. Bing, John Nolen and Lawrence Veiller.

It is to be hoped that American admirers of Ebenezer Howard and Americans interested in furthering the Garden City movement will send generous contributions to this Memorial.

Such contributions should be sent direct to Honorable Cecil Harmsworth, Chairman Ebenezer Howard Memorial Committee, 13, Hyde Park Gardens, London W. 2, England. Or, if desired, can be sent to Lawrence Veiller, 105 East 22nd Street, New York City, who will gladly forward them to the appropriate officials in England.

SIGNERS OF THE CALL

- CECIL HARMSWORTH (*Chairman of the Committee*).
H. P. BERLAGE (*Vice-President, Internationale Federatie voor Volkshuisvesting en Stedebouw, Amsterdam*).
ALEXANDER M. BING (*President of the City Housing Corporation, New York*).
EINAR BOOK (*Socialministerio, Finland*).
HANS BERNOULLI (*Professor, Bund Schweizer Architekten, Basel*).
A. VAN BILLOEN (*Directeur à la Caisse d'Epargne. Secrétaire général de la Ligue contre les Taudis*).
LOUIS BONNIER (*Inspecteur général honoraire des Services d'architecture et d'esthétique et de l'extension de Paris*).
ELIZABETH M. CADBURY (*Bournville, England*).

ALBERTO CALZA-BINI (*Presidente dell' Istituto per le Case Popolari in Roma*).
 NEVILLE CHAMBERLAIN (*Minister of Health, Great Britain*).
 CARLOS CONTRERAS (*Presidente, Asociacion Nacional para la Planificacion de la Republica Mexicana*).
 S. CHARLETY (*Recteur, Président du Conseil de l'Université de Paris*).
 J. R. CLYNES (*M.P. for Platting Division of Manchester; formerly Lord Privy Seal, Great Britain*).
 DAWSON OF PENN (*Physician in Ordinary to His Majesty King George V.*).
 ROBERT W. DE FOREST (*President, National Housing Association, U.S.A.*).
 F. E. FREMANTLE (*M.P. for St. Albans Division, Herts, England*).
 CH. GIERLOFF (*Direktor, Norsk Forening for Boligreformer*).
 D. LLOYD GEORGE (*Ex-Prime Minister of Great Britain*).
 P. HALLMAN (*F.d. Stadsplanedirektör, Stockholm*).
 KAI HENDRIKSEN (*Formand, Dansk Byplanlaboratorium*).
 HIRTSIEFER (*Staatsminister und Preussische Minister für Volkswohlfahrt*).
 HARALD HALS (*Reguleringschef i Oslo*).
 GUY M. KINDERSLEY (*M.P. for Hitchin Division, England*).
 E. KLOTI (*Stadtpräsident, Zürich*).
 ALBERT LILIENBERG (*Stadsplanedirektör, Stockholm*).
 FR. LILLJEKVIST (*Chef för Stadsplanebyran, Kungl. Byggnadsstyrelsen, Stockholm*).
 GUSTAV LINDEN (*Arkitekt, Kungl. Byggnadsstyrelsen, Stockholm*).
 LUEKEN (*Oberbürgermeister der Stadt Kiel, Präsident der Deutschen Gartenstadtesellschaft*).
 LOUIS LOUCHEUR (*Ministre du Travail, de l'Hygiène et de l'Assistance et de la Prévoyance Sociales*).
 JOHN NOLEN (*Past-President of the National Conference on City Planning, U.S.A.*).
 JOSE MARVA (*Director de Trabajo, Ministerio de Trabajo, Comercio e Industria, Madrid*).
 MAZZUCCO (*Presidente dell' Istituto per le Case degli Impiegati dello Stato, Italia*).
 FR. MARTENSEN-LARSEN (*Departementechef in Indenrigsministret, Danmark*).
 ALICE G. MASARYKOVA (*Předsedkyně, Dobrovolných Sociálních a Sociálně Zdravotních Spolků, Československých*).
 EUGENJUSZ PIESTRZYNSKI (*Dyrektor, Polskiej Publicznej Służby zdrowia, Ministerstwo Spraw Wewnętrznych*).
 SVERRE PEDERSEN (*Professor ved Norges Tekniske Høiskole, Trondhjem*).
 LADISLAV P. PROCHAZKA (*Fysikat, Hlavní Město Prahy*).
 GEORGES RISLER (*Président de l'Union Nationale des Fédérations d'Organismes d'Habitations à bon marché, Paris*).
 HENRI SELLIER (*Conseiller général de la Seine, Maire de Suresnes*).
 G. BERNARD SHAW.
 PAUL STRAUSS (*Sénateur, Ancien Ministre de l'Hygiène, Paris*).
 JOHN SULMAN (*Vice-President of the International Federation for Housing and Town Planning, Sydney, Australia*).
 LAWRENCE VEILLER (*Editor of "Housing," New York*).
 EMILE VINCK (*Sénateur, Président de la Société Nationale des Habitations et Logements à bon marché, Bruxelles*).
 ASTON WEBB (*Past-President of the Royal Academy, Great Britain*).
 F. M. WIBAUT (*Senator, Amsterdam*).
 KINGSLEY WOOD (*Parliamentary Secretary to the Ministry of Health, Great Britain*).

REPRESENTING:

R. O. MOON, E. G. CULPIN, HERBERT WARREN,	}	The British Garden Cities and Town Planning Association.
H. B. HARRIS, EDGAR BONHAM CARTER, N. MACFADYEN,	}	First Garden City, Ltd. (Letchworth).
THEODORE CHAMBERS, A. KAYE BUTTERWORTH, R. L. REISS,	}	Welwyn Garden City, Ltd.
W. H. GAUNT,		Letchworth Urban District Council.
F. J. HOW,		Welwyn Urban District Council.
R. SCHMIDT (Essen), A. BRUGGEMAN (Paris), C. B. PURDOM (London),	}	The International Federation for Housing and Town Planning.

G. MONTAGU HARRIS,

*Town Planning Institute. National Council of Social
Service (Great Britain).*

RAYMOND UNWIN,

The Royal Institute of British Architects.

G. W. RUSSELL,

Hertfordshire County Council.

HENRIETTA BARNETT,

Hampstead Garden Suburb Trust, Ltd.

A. S. DEAN,

Bournville Village Trust.

F. M. ELGOOD,

*National Housing and Town Planning Council (Great
Britain).*

ALFRED T. PIKE,

Secretary to the Committee.

REALTORS WILL HOLD A TOWN PLANNING MEETING IN BOSTON

JUNE 25-28

A month after the professional town planners hold their meeting at Buffalo, a gigantic meeting devoted very largely to town planning, will be held by the organized realtors of the country at Boston, June 25-28.

While this annual Convention of the organized Realtors of the country will concern itself primarily with problems of the realtor and interests that affect real estate, this group is so civic minded that it really has come, in recent years, to mean the meeting of a great civic organization much more than a meeting of a trade group interested primarily in the furtherance of its own interests.

While, at this gigantic Convention, which will be attended by several thousands of delegates, such live subjects as Cooperative Apartments, Appraisal of Property, Management, Farm Lands, Industrial Property, Mortgages and Finance will be discussed, a very large part of the Convention will be given up to the discussion of live and practical city planning problems, which will naturally be approached from the practical working point of view of the realtor, who, as builder or subdivider is engaged in new city building.

Particular attention will be given to the problem of coordinating the individual sub-division with the Master Plan of the city in which it is located. One day of the Conference, June 27th, will be given up almost entirely to the discussion of city planning problems. In addition to these subjects, there will also be very actively discussed the problems connected with Cooperative Apartment development and with the Control of Billboard Advertising, so as to preserve scenic beauty and real estate values.

While this Convention is organized primarily for the benefit and interest of the realtors of the country, it is a meeting which the city

planners of the country cannot afford to miss. Full details of the meeting can be obtained from Herbert U. Nelson, Secretary of the National Association of Real Estate Boards, 310 South Michigan Avenue, Chicago.

TWO LOST LEADERS

In the death of Charles B. Ball and Otto M. Eidlitz, a few months ago, the cause of housing lost two devoted leaders.

Mr. Ball, who for 25 years had been one of the outstanding figures in the housing reform movement in the United States, died at the age of 75 years, quietly in his office in the Health Department of Chicago, from heart failure. It was the kind of death that would have best suited his desires, to die as he did in harness. For if one thing above all others characterized his life it was what may be termed a passion for service.

We know of no person in the United States who has been a more devoted public servant than Charles B. Ball—working for grossly inadequate compensation all his life—devoting talents and energies to the public weal which had he devoted them to his own interest would have recompensed him many times over. He was a laborer in the cause of sanitary science, of better housing, of better living conditions in every way for every group of citizens for the major part of his life.

He first became interested in housing when the Tenement House Department was created in New York City. Prior to that time, Mr. Ball had been Chief Inspector of Plumbing for the District of Columbia. He was chosen from among many distinguished men by Mr. de Forest and Mr. Veiller when they were organizing the Tenement House Department, as *the* man upon whom they would wish most to rely in the very important side of their work that dealt with sanitary conditions. Mr. Ball was appointed as Chief Sanitary Inspector and devoted himself, with the others of that ardent band, to bringing about changed sanitary conditions in New York City. He was a most loyal person and an enthusiastic worker in the Cause.

When two years later the Low Administration went out of office and the Tenement House Department became the spoils of party politics Mr. Ball's services were dispensed with by the politicians.

A number of citizens in Chicago, influenced by the New York example, desirous of bringing about improvement in housing conditions in their city, induced Mr. Ball to come to Chicago and he was later appointed as Chief Sanitary Inspector of the Chicago Health Department—after many obstacles and legal difficulties that were put in his

way by the politicians of that city. He served the city of Chicago and the Health Department of that city unfailingly for a period of 24 years and gave them devoted service.

What the people of Chicago thought of him—not what the politicians thought, though that would make an interesting story in itself—is very well expressed by the following editorial from the Chicago Evening Post:

Many times we have seen him hurrying along the street, wearing proudly the badge of his office on his coat. Many times we have heard him in conferences of experts, when wise men listened with profound respect to his words. A little man, gray of hair, kindly of countenance, stooped a bit in the shoulders from much poring over blue prints and figures—a little man who knew more about what was essential to make a structure a fit dwelling for human beings, and who cared more about this vital consideration in the health and happiness of a big city than anyone else we ever met.

And now the news columns tell us that Charles B. Ball is dead. He was found dead in his office chair, faithful to his duties to the last moment. He was chief sanitary inspector of the city's health department, and had been for nearly a quarter of a century.

* * * * *

The value of such men to a community is inestimable. It is their work which makes it possible for us to live in spite of the politicians. Mayors and aldermen come and go—there have been many since 1904 when Charles B. Ball came from New York to Chicago to take up his work in this city's administration—but it is the men in the continuous service of the city, men expert and trained, men who love the work they do and do it with intelligent enthusiasm and unfailing fidelity, who make life tolerable and safe for us. Take them out of the machinery of government and leave us only the elected and politically appointed heads of departments, and we would soon be in a disastrous mess.

There are others than Charles B. Ball in the service of the city, and we pay them all a tribute in paying this tribute to him.

It is hard to realize that Mr. Ball was 75 years of age when he died. He was literally “75 years young”; for his spirit was that of a young man, as was his mind and, to a very large extent, his body. The amount of work and energy that he displayed even up to the closing days of his life was remarkable.

In recent years Ball devoted himself to the cause of zoning with the same energy and enthusiasm that he had in his earlier years thrown into improved sanitation and better housing. The progress that the zoning movement has made in Chicago—a remarkable progress—is due very largely to his informing enthusiasm and intelligence. Due chiefly to his initiative and to his unflagging zeal, the American Society of Civil Engineers, of which he was an honored member, took up the cause of city planning in recent years. Ball was the Secretary of its

City Planning Division and was largely responsible for the splendid programmes which had been elaborated at the various meetings of that organization in the last 5 or 6 years.

There is not space here for a statement of his many activities; but it should be noted that at the conclusion of the War he was one of those selected to go to France and train the American troops in the principles of sanitation, plumbing, housing and city planning in that great educational movement that was started among the Expeditionary Forces while they were waiting to return to this country.

Mr. Ball was also a member of the Hoover Advisory Committee on Zoning and City Planning and in that capacity contributed very materially to the subject. He was a member of numerous scientific bodies both in this country and in Europe.

The cause of housing has indeed lost a leader in his death and housing reformers throughout the country have lost a loyal and devoted friend.

L. V.

OTTO M. EIDLITZ

Otto M. Eidlitz, the noted New York builder, was another person who could ill be spared to the cause of housing. He had rendered it very great service.

When Theodore Roosevelt, as Governor of New York State, was looking around for men whom he might appoint on the Commission to investigate tenement house conditions in New York City, he selected Otto Eidlitz as New York's most representative and leading builder.

Mr. Eidlitz was one of the most valuable members of the de Forest Tenement House Commission. He brought to it a wealth of practical knowledge and sane common sense, as well as a very definite civic spirit and desire to see results accomplished in the public interest. Those who sat with him on that Commission cannot recall a single instance in which Mr. Eidlitz ever approached the numerous problems which confronted that body from the point of view of the selfish interests of the building trades. His reaction to every proposition that was brought up was always from the point of view of the public interest and the welfare of the community.

Following the enactment of the Tenement House Law and the establishment of the Tenement House Department, under the leadership of Mr. de Forest and Mr. Veiller, Mr. Eidlitz became an active member of the Tenement House Committee of the Charity Organization Society, on which he served up to the time of his death. He was

a most valued and valuable member of that Committee for nearly a quarter of a century.

When the War broke out and it was found necessary to build great housing schemes in order to quicken the production of ships and munitions, Mr. Eidlitz was chosen from among all others in the United States to head the Government Housing work. He was made Director of the Bureau of Housing and Transportation of the U. S. Department of Labor and at the same time President of the U. S. Housing Corporation, and was entrusted with the difficult task of providing homes for war workers under great pressure in the shortest possible time. The magnitude of that task can be realized when it is recalled that Congress had appropriated a hundred million dollars for this work.

It may well be said of Mr. Eidlitz, as it was of another, "If you desire to see his monument look around you." For any New Yorker could apply that injunction most appropriately. Mr. Eidlitz was the builder of most of New York's best buildings. Whenever any fine piece of building work was desired the Eidlitz firm was always first thought of.

He inherited his profession from his father and was proud of it, and he occupied a leading position in it.

L. V.

GOVERNMENT AID FOR HOUSING

THE MICHIGAN PROPOSAL REVIEWED

An article in the September issue of "Housing", entitled "State Aided Housing Proposed for Michigan", contains substantial quotations from a plan proposed by Dr. S. J. Herman of Detroit for providing dwelling houses for working men.

The plan seems to rest chiefly upon the assumption that wherever a housing problem exists it is because of the non-existence of private financial agencies capable of supplying adequate funds on reasonable terms to finance dwelling house construction. He sees a necessity also for reduced costs in building construction. This latter is to be effected by economies and efficiencies incident to expert and ideal management, and by mass production. Then, after cheap houses thus obtained are realized, they are to be sold on the easiest possible terms to the working man.

To accomplish all this, it is proposed that the whole problem of house production and sale shall be removed from private administration and control and committed to state governmental agencies in the shape of Regional Home Loan Commissions and Housing Corporations set up by the state and financed with public moneys raised by

taxation. To accomplish all this, the Constitution of the State of Michigan is to be amended, as a first step. Then the legislature will pass laws creating the financial and administrative agencies which are to do the work. When the model homes are created, the local public housing corporation—which in some miraculous way will be divorced from local political influence—is to allot the houses to those who need them most according to the “wide discretionary power” of the officials, and having regard to “a reasonable amalgamation of various racial and national stocks, and a smooth functioning of civic ideals and aspirations.” Surely this is a programme elaborate enough to suit the most earnest believer in state paternalism. The Russian Soviets have never tried anything more fantastic.

After crediting Dr. Herman, as I do, with high motives and sincere beliefs, I am sure that no thoughtful student of the housing problem in this country will find himself in agreement either with the diagnosis or the remedy that he presents for such housing difficulties as remain to be dealt with.

Two years ago, at the national convention of the United States League of Local Building and Loan Associations at Minneapolis, I was assigned to discuss the topic of “Failures of Government Housing.” I have no disposition to revise the published conclusions then stated by me as a result of a somewhat intimate and prolonged study of the operation of government-aided housing in Great Britain.

Then, as now, we had in cities like New York, Chicago, and Detroit, an unwholesome congestion of a part of the population in what are called “slums”. There are, no doubt, tens of thousands of families who, for economic reasons, are compelled to live in crowded and inadequate quarters not conducive to decent living. This condition co-exists—at least, in New York and Chicago—with an actual surplus of vacant but relatively high-priced living apartments in these cities. This would indicate that the difficulty may not be expressed as accurately by saying that there is a shortage of decent housing for these people as it might be by saying that there is a shortage of family income sufficient to pay for decent housing. This, I concede, may be a controversial question with which I will not now deal.

The point that I would make is that in the United States, at least, we have caught up with the housing scarcity of a few years ago. We have been able to do so without subsidies or other paternalistic interferences by the national or state governments. Such hardships as people in some cities suffer from inadequate housing must, in my opinion, be considered not as a housing problem, but as one of much

broader and deeper significance relating to production and distribution of wealth.

The British experiment in government housing has exceeded in magnitude anything attempted elsewhere in the world. I think I am within facts when I state that the addition to the public debt, present and contingent, national and municipal, in England, Scotland and Wales, by reason of governmental interference in housing, may easily exceed one billion of dollars. It is generally conceded, I think, that the slums still remain in London, in Liverpool, in Glasgow, and elsewhere, and that the poorer class of homeseekers have derived, practically speaking, no benefit through the vast bureaucratic system set up under the various British housing laws and the vast expenditure of public moneys in the creation of subsidized dwelling houses.

All authorities seem to agree that one well-established fact was the certainty that government-housing put millions of unearned wealth in the pockets of land-owners on the outskirts of towns whose acreage was acquired by the local authorities. Another effect was to make it certain the government-built houses could never be rented at economic rents—that is, at a figure that would yield, after due allowance for upkeep and depreciation, any fair return upon the cost of production. A London friend, whose name I am not free to use, but who is an economist of high character and wide observation, wrote to me privately his opinion of the British government's housing policy, as follows:

It has done much to destroy private initiative; it is, in effect, an extension of the dole system by which some people are compelled to support others because the state refuses to secure to everybody, the opportunity for self-support; it increases bureaucracy in government; it is, to a high degree, inefficient and wasteful of the public resources; it encourages land monopoly, and speculation; and finally, it can, in the nature of the case, be only a small amelioration of the difficulties of the working man.

I feel that the same might truthfully be predicated about the plan proposed by Dr. Herman for setting up elaborate public agencies in Michigan to provide adequate housing for the people of that state. I feel very strongly that in any circumstances conceivable in the United States, it is wrong as a government policy. Indeed, I feel that all paternalistic and socialistic adventures of government, outside of its public sphere, are wrong policies. I am convinced that all that government interference and subventions can do for housing or for any other business is to give production artificial stimulus on an abnormal and uneconomic basis. Our problems, I am sure, will tend ultimately to solve themselves if we have less rather than more paternalism in govern-

ment—if we guard against special privileges on any pretext to any class of citizens—and if by just laws, we broaden the opportunities of every industrious and thrifty citizen.

As to lack of adequate financial agencies for providing funds to finance homeseekers, I should say that there is no such lack. The best proof of it, perhaps, is in the tremendous expansion of the work of the mutual cooperative building and loan associations of the country. These institutions, more than 13,000 in number, have more than 7 billions of dollars invested in mortgages upon dwelling houses in this country. The State of Michigan is behind the record of states of equal population in this regard. Nevertheless, there are about 80 such institutions functioning in Michigan, with resources approximating \$140,000,000, more than 90% of which considerable sum stands for mortgages upon individual dwelling houses. In most of the states in which these institutions operate it is easy for any worthy working man to get a liberal mortgage loan to build or purchase his homestead, and upon easy terms of repayment. Outside of the building and loan associations—which specifically cater to the small homeseeker—there are numerous financial agencies, such as insurance companies and savings banks, which are now pouring large sums of money into the mortgage market.

I speak particularly for the league of building and loan associations who have done and are doing so much to build a nation of homeowners through the inculcation of the spirit of self-dependence in our citizenship. I feel that we ought to guard against every tendency to put our government, national, state or municipal, into the doing of things for the people that the people might be induced to endeavor to do for themselves.

Paternalism in government grows by what it feeds upon, and subsidies, direct or indirect, tend to broaden down from precedent to precedent until men easily acquire the habit of mind that looks to the government to support the people rather than to the people to support the government.

CHARLES O'CONNOR HENNESSY
New York City

FIRST AID TO INVESTORS IN COOPERATIVE APARTMENTS

The building of cooperative apartment houses throughout the country has assumed so vast a bulk and represents such a large investment of capital, that we are not surprised that the National Association of Real Estate Boards should have perfected machinery that will

enable the prospective purchaser of a cooperative apartment to have the highest assurance that the apartment project in which he is about to invest is sound in every respect.

Many people who would gladly purchase cooperative apartments have hesitated to do so, fearing that they may be investing their funds in something that will prove to be nothing more than "a hole in the air."

There is a very real need for the new bureau created by the National Association of Real Estate Boards. In addition to passing upon cooperative apartments this bureau passes upon all cooperative building enterprises, including cooperative business buildings, cooperative garages and other types of cooperatively owned structures.

The bureau is ready to pass upon any cooperative building project in its formative stage. It is a consultation-planning bureau, through which the organizer of a cooperative project may secure the benefit of the experience of expert consultants. These consultants constitute a committee which pass upon the soundness of the entire project in relation to (a) the by-laws, stock certificate, lease form and other legal forms employed, (b) the financing plan, (c) the architectural plans and building location, (d) the plan of operating the building.

The services of the bureau are two-fold:

- (1) Through a certificate to be issued upon such projects as meet in every way the standards set up by the Division the bureau will give the prospective buyer of a cooperative building-unit assurance that any project which has won the Division's certificate has been organized in such a way as to meet the Division's standards.

- (2) The bureau will give to the builder or organizer of a projected cooperative structure expert advice and opinion which may forewarn him against errors of a kind which in any large building project would entail a loss of many thousands of dollars, and which might be of a nature that would have endangered the whole success of the enterprise.

As a result of these two services, to the buyer and to the organizer of cooperative building projects, the bureau is expected to become a tremendous force for the stabilization of the whole cooperative apartment movement. It is expected to set up a very definite standard in the four important respects of legal structure, financing plan, building plan and operating plan.

So definite will be the stamp placed upon a building by the bureau's certificate of approval that the certificate is expected to become a sterling mark for cooperative apartment projects.

The individual committee that passes on each project is drawn from a list of approved consultants chosen by the executive committee

of the Cooperative Apartment Division from active members of the Division recognized as competent to give judgment on the highly technical questions involved. The committee consists of a minimum of three such active members and is appointed by the chairman of the Division.

The committee is so chosen as to be familiar with the local situation of the project that they are considering.

It advises on location, architectural plan, financial structure, legal structure, including by-laws of the corporation to be established, and stock certificate, operating plan, and selling plan. Sitting with the consulting committee are an architect and an attorney, the architect familiar with the peculiar possibilities of tenant-owned apartment structures, the attorney with the legal forms upon which the tenant ownership rests.

In an official statement issued a few weeks ago by the Co-Operative Division of the Realtors, its service and its standards are thus summarized:

THE SERVICE OF THE BUREAU

- I. The Consultation Bureau is conducted to protect the purchasing public by making available the best experience and opinion on co-operative building projects to anyone who may seek it. The services of the Bureau are rendered through a Consultation Committee assisted by competent legal and architectural counsel, through a written report and the service is given on whole projects only.
- II. The opinions of the Bureau's Consultation Committees and their assisting counsel are rendered in the form of extensive written reports which cover the feasibility and soundness of any co-operative building project submitted. Such reports will be rendered on a project at any point in its development from inception to completion. A charge is made for the report based upon the total value of the completed project, and such report is all to which the applicant for the service is entitled in payment for the fee.
- III. The certificate evidencing the opinion of the Consultation Committee may be issued by the Consultation Bureau at its discretion. The certificate is in no manner to be interpreted as an appraisal or an opinion of monetary value. The issuance of a certificate means that the Consultation Bureau believes that the development is legally in order, feasible and well planned. However, the Consultation Bureau will not issue a certificate on any project whose price is exploitive in view of the accommodations intended to be afforded.

THE STANDARDS REQUIRED

- I. The architecture and construction in approved projects must be adequate in view of the accommodations intended to be afforded. The Bureau reserves the right to revoke any pre-construction certificate issued and give publicity to the revocation if changes are made that would cause the allegations set forth in the certificate to be untrue.
- II. The estimated budgets in projects certified by the Consultation Bureau must be adequate in the opinion of the Committee for the initial three years of operation without assessments or additions of any sort so far as can be ascertained at the time of certification. Improvements or additional services not contemplated at the time of sale, which the owners may later direct are excepted.
- III. The mortgage financing shall be so arranged that the amortization and interest charges for each year during the period of the loan shall not exceed the annual amount set forth in the budget of the first three years.

- IV. The powers of the Board of Directors or Operation Committee to make expenditures beyond the regularly approved budget shall be limited to 25% of the actual operation budget (not including interest or amortization) unless approved by three-fourths of the stockholders.
- V. If apartments in the project are sold previous to construction or before the developer is able to deliver the building free of liens, all moneys paid in advance of occupancy shall be placed in the hands of an escrowee to be dispensed by such escrowee at the completion of the building under a form of escrow agreement approved by the Consultation Bureau.
- VI. The distribution of stock in all approved projects must be equitable, and represent a fair pro-rating of the amortization, maintenance, and operation expense.
- VII. The legal forms employed must take proper cognizance of the purchaser's rights and comply in every detail with the statutes of the State in which the development is located. (In Illinois this means that all stock in co-operative corporations must be qualified under the Illinois Securities Law.)
- VIII. The organization and financial plan shall include proper provision for the carrying out of all statements made in the brochures, prospectuses, announcements, and advertising. Such literature must state clearly to the purchaser the interest which he is acquiring, and his responsibility in connection with additional charges in case the building is not completely sold.

The certificate, which the developer is permitted to use in all of his advertising, but which if he uses he must reproduce in full, attests that the plans and specifications for the structure are well conceived in view of the location and the type of accommodations they are designed to afford; that the distribution of stock among the various apartments is fair and equitable; that the mortgage financing, including the principal payments thereon, is sound and workable if carried forward as described; that the proposed plan of operating the building when it shall have been completely sold is one which can be used successfully, and that the by-laws and other legal forms employed meet in general with the standards indicated by the forms prepared under the direction of the Co-operative Apartment Division of the National Association of Real Estate Boards.

The certificate issued by the committee is a pre-construction certificate. A final certificate will be issued when the building is completed, providing, of course, that the completion follows the plan as passed upon and approved by the bureau.

It is expected that this new national consultation service will soon be as much a part of the routine machinery of the building industry as any of the accepted methods that have been familiar for many years past.

IF THE ARCHITECT HAD TO DO THE HOUSEWORK *

THE HOME AS THE WOMAN'S WORKSHOP

When the average man and woman are looking for a dwelling, they usually desire to get something like the homes with which they are

* See also "*Abolishing the Domestic Lockstep*" by Hildegard Kneeland, "*Housing Problems in America*," Vol. 10.

familiar. Their standards have been set for them by what is on their market, whether they live in tenements, suburban bungalows or farm-houses. Their ideals may be vague or definite, but in either case they are generally unreasoned. They are satisfied with a place that measures up to their own untrained and uninspired conceptions of beauty, and they often have their hearts set on a breakfast nook or some other detail, without regard to its relation to the whole abode. A built-in ironing board may turn the scale of their choice, in the presence of some seriously adverse factor which they do not understand. The average man and woman lack discrimination in choosing their dwelling, because they have not the basis for aesthetic judgment, they cannot decide a question of sound economical construction, and they do not analyze their needs sufficiently to recognize all of the factors of convenience.

The artist, working with line, mass, texture, and color, composes a beautiful building; and the engineer, concerning himself with the strength of structures, the mechanisms for water supply, and so forth, creates a safe one. The household management specialist thinking of arrangement and furnishing as they affect housework and living, plans a convenient one. It is the duty of the architect to combine the viewpoints of the artist, the engineer, and the household management specialist, in order to educate the average man and woman to better standards. It is his duty not only to satisfy, but to improve their artistic ideals, and to fill not only their felt needs, but their unsensed ones as well. If he does not have experts in design, engineering, the arrangement to consult, he himself should master each of these divisions of his art. Unfortunately, however, although many architects do succeed in uniting the viewpoints of the artist and the engineer, very few of them can include the viewpoint of the specialist in home management who has analysed household work and home activities.

People at the Better Farm Homes Conference in Chicago were amused at the suggestion that architects, as part of their training, do housework for one month. Such practice would not be laughable, though, if it resulted in better house planning. But even if the average architect had this experience, he, like the average housewife, would fail to make a critical examination of housework and of the home as a work shop. At best he would learn the problems of only one household at only one season. The women who prize homemaking and who know housework and study it from the angle of scientific management, whether they are housekeepers or research workers, have a big contribution to make to home improvement; but architects, builders, and manufacturers, have yet to seek their help and to carry out their suggestions.

Research in arrangement has been somewhat limited, but enough of it has been done to show that the average home can be greatly bettered in regard to comfort and convenience. It would take too long to dwell upon even a few of the adjustments that have been found to be desirable, so the arrangement of the kitchen from the standpoint of labor saving will be the only one discussed here, although the details of arrangement in other parts of the house are of no less importance. The emphasis of the discussion will be placed upon the disposition of the equipment used in serving meals and in clearing away after them, but the location of the kitchen in relation to the rest of the house is of equal consequence, and the situation of the stove in regard to the fuel supply, and the positions of the refrigerator and the doors and windows must have the architect's close attention, if the housewife is to have all the convenience that is possible.

Labor saving in kitchen planning means step saving. Few people realize the amount of walking that one may be obliged to do in the preparation of three meals a day in an ill-arranged kitchen; and few know how greatly the amount can be reduced by the proper disposal of equipment. But one woman, who had an enquiring mind, found, by the use of a pedometer, that she walked 6 miles a day in doing all of her housework. When she rearranged her kitchen, she had only to walk 4 miles. Moreover, in the practice house of one of our state colleges, it was found that just in the preparation of meals, without dishwashing, the cook walked from one and a half to two miles a day in a well arranged kitchen.

The first rule of kitchen convenience is that the equipment for food preparation and dish washing must be apart from that used for all other activities. It is best to provide elsewhere for outside tasks that are sometimes performed in the kitchen. If the kitchen must also be dining room, it is more convenient and more pleasant to have the dining table at one end of the room with the kitchen furnishings at the other, than it is to have the table in the center with the furnishings around it. It should be noted, however, that with a proper arrangement of equipment in a kitchen of the right size, meals can be served in an adjoining room with as little work as is required to serve them in the kitchen.

The work of meal serving includes the preparation of raw food, cooking, serving, clearing away, and dishwashing. As fruits and vegetables are made ready at the sink, and bread, pastry, and other foods at the work table, the preparation of raw food requires many steps between the sink, the work table, and the stove; so these furnishings should be placed close together. In like manner, serving, clearing away,

and dishwashing, call for a good many steps between the dining table and the stove, the dishcloset, and the sink. Hot food is taken from the stove to the table, so the stove should be near the dining room door. Dishes must be carried from the table to the sink, and put away in the closet, so these parts of the equipment should not only be near the dining room, but close to each other as well. Moreover, as the natural and easy way for the work of stacking, washing, drying, and putting away of dishes is from right to left for the right handed person, there should be a space at the right of the sink for stacking, and a drainboard at the left, with a dishcloset next to the drainboard, or just above it. The dining room door ought to be immediately to the left of the dishcloset, so that one person can get out the dishes and set it without interfering with a second person, working in the kitchen. If the dishcloset is a two way one, however, with doors into both kitchen and dining room, the dining room door may be in a different position, and the arrangement will be even better because kitchen and dining room work will be entirely separated, and a convenient serving center will connect the two rooms.

Good kitchen arrangement may be obtained by placing the dining room door, the sink, and the serving center, from right to left along the dining room wall, with the stove at right angles to the serving center, from left to right along the wall, with the sink at right angles to the serving center. The positions of the furnishings may be varied, but they cannot be reversed and remain good for the right handed person. Plans and pictures, which make the features of arrangement clear, can be found in the two bulletins called "Convenient Kitchens" and "The Convenient House", published by the Bureau of Home Economics of the United States Department of Agriculture.

A well designed room of from 90 to 95 square feet, can accommodate all of the necessary kitchen equipment in full size; and one that is only from 70 to 75 square feet can accommodate it in small size; yet there are many kitchens of more than 150 square feet which are so cut up by doors and windows that they cannot accommodate it in any size. This means that there are many housewives who cannot have the labor-saving arrangement that good planning provides, and that money has been spent for the construction of useless space which requires still more money for its maintenance. The labor saving plan, therefore, is a money saving plan, and the elimination of waste space is one of the most important factors of economy. For this reason the small house should not have two dining places, such as a breakfast nook or other kitchen space in addition to a dining room, and also because

only one table can be conveniently placed in relation to the kitchen equipment.

A study of nearly 400 rural Nebraska kitchens, made by the University of Nebraska, indicates that architects and builders should pay greater attention to storage space and illumination, as well as to the arrangement of equipment. More than half of the kitchens in the survey did not have enough storage space, most of them being short of room for staples and cleaning supplies; more than half of them did not have enough artificial illumination, and only a little over half of them had enough daylight. Lighting is judged by its total amount and by its amount of work surfaces, so compact kitchens with high backed stoves and cabinets must sometimes have windows in every available space, in order to have a satisfactory amount of daylight. In order to have enough artificial illumination, the ceiling light should be placed wherever it will do the most good, even though it be off center, and side lights should be placed wherever they are necessary.

The study of Nebraska kitchens led to a review of the kitchens of ready-cut houses or the ready made house plans which are offered for sale by various agencies. These plans were classified in regard to convenient kitchen arrangement as excellent, good, fair, and poor. More than 100 that were shown by the Sears Roebuck and the Montgomery Ward Companies were examined, but none of them were found to be excellent, and only 7% were found to be good; 25% were classified as fair, and 68% as poor. 100 plans were taken at random from the Architect's Small House Service Bureau, but only 3% of them were considered excellent, and only 20% good; 23% were classified as fair and 54% as poor.

This high percentage of ill-arranged plans indicates that there is a high percentage of ill-arranged kitchens, which are not only wasteful, but unhealthful as well. The additional exercise that is made necessary by improper arrangement, and which frequently amounts to 2 miles a day of indoor walking, makes kitchen work harder and less enjoyable, and for that reason, it is often detrimental to health and happiness. Abraham Meyerson, of the Massachusetts Commission on Mental Diseases, thinks that the reaction to conditions of housework is an important causative factor in the neurosis of the housewife. He recommends, among other preventive measures, more labor saving contrivances and better housekeeping methods.

The average length of the farm woman's working day is from 10 to 13 hours, according to reports of time studies, so it is of the utmost importance for her to have the labor saving arrangement that is also time and health saving. Not only her kitchen, but the whole

farmhouse should be planned for the greatest convenience and comfort. It should have the best arrangements for recreation as well as for work, and every adaptation to the needs of farm life that can be suggested by the engineer, the architect, the hygienist, the economist or any other specialist.

GRETA GRAY

University of California, Los Angeles.

A REVOLVING HOUSE

We have for some time been talking of "revolving funds" with which to facilitate the financing of homes. Now comes the revolving home itself. At a Home Exposition held in Nice not long ago, one feature of the Exhibition was a revolving house mounted on a turn table.

Two models of a similar building were recently shown at the Exposition of Building and Household Arts in Paris. In the cellar a modest dynamo of 4-horsepower supplies the motive force. Conduits of water, gas and electricity are grouped by an ingenious system in a central chimney.

In each room there is an electric button. By pressing this button one starts an electric motor which revolves the house so that the breeze or the sun is available for any room desired. On hot nights the bedrooms may be turned to catch the slightest zephyr. The model thus devised by some ingenious French architect was of a \$50,000 house with a turn table which, it was estimated, cost about \$8,000; but cheaper designs are predicted with a turn table costing perhaps only \$800.

Discussing this idea, Josef Hofmann, the distinguished pianist, who, like so many of his fellow artists, has a strong mechanical bent, announced that there was nothing impracticable in this scheme but that on the contrary he had invented a similar revolving house over 6 years ago.

Mr. Hofmann said:

It was as a matter of economy for myself that I thought of a revolving house. You see down in Aiken, S. C., I have to keep up a house of 34 rooms. Practically it amounts to two houses under one roof, because in winter we want to live in the sunny end of the house and in the spring when it begins to get warm, we move to the shady end. So we have everything in duplicate—2 kitchens, 2 living rooms, 2 sets of bedrooms. It is very awkward and expensive. I thought: How convenient it would be to have a house with half the number of rooms, mounted on an electrically driven turn table. The living rooms could be turned toward the sun in winter and away from its glare in summer. * * *

If you suppose a house would be too heavy to turn, think of the weight of a big gun. As for the complications of piping and wiring a revolving house, it would be easy to have pipes and wiring come in through a main in the centre of the turn table.

The turn table, as I planned it for my house, would be of steel, 100 feet across, with reinforcing ribs resting on wheels and rails. Above, it would be covered with earth for grass and flowers. If one wished, the turn table could be geared to a clock so that it would turn with the sun, giving the living rooms the maximum sunlight, which physicians now consider so important. In that case the house would turn so slowly that the motion would be scarcely perceptible.

But there should be other switches also, so that one could turn the house according to one's fancy. Suppose an unwelcome guest were seen approaching. It would be possible to have the house revolving like a merry-go-round! And think what fun you could have with an over-night guest. Let him go to sleep in a room with a mountain view and wake in the morning to look out on a sparkling lake.

There should be three switches—one in the owner's room, one in his wife's and one in the control room.

It was suggested that such an arrangement presupposed marital concord.

"Not necessarily", countered Mr. Hofmann. "It would usually be a matter of which got the switch first. I admit, however, that this whole idea of the revolving house, as I have planned it, is an autocratic scheme. It is arranged so that the heads of the house may have exactly the conditions they like, and the rest of the household must accept this arrangement. * * *

"Of course the revolving house as I have imagined it, is a country house. I don't think a turn table city apartment house would be practicable. Tenants would be constantly fighting over which direction it should go. But in the country, in a house by one's self one can have all these advantages. And I would have, too, a location with a varied view, so that I could turn the house according to my mood."

WHO SHALL INSPECT THE INSPECTORS?

For 25 years there has been much discussion in New York City—discussion which flares up from time to time as to the unnecessary extent to which builders in that city have to suffer from inspection by a vast number of different city Departments. This cry of oppression generally comes from the building interests and sometimes from the owners of realty.

Invariably, however, when the complaints have been analyzed, it has been found that they have come from a few builders or realtors who have become restive under the enforcement of laws which compelled them to spend money. What they really were seeking was immunity from law enforcement. They hoped that by piling all these burdens of responsibility on a single Department, they would make it impossible

for that one Department to devote that degree of attention to their particular property that it now receives.

The pathetic plea which these interests from time to time emit of the unnecessary burdens they are put to by 5 or 6 separate departments of the city government sending different inspectors to their buildings—and, by inference, each inspector giving conflicting orders with regard to what must be done—is quite plausible to the person unfamiliar with the practices that exist, and with the organization of the building industry.

No serious charge has ever been sustained of conflicting orders by different departments. It is perfectly true that from 5 to 6 different city departments do inspect the same new building in course of erection, and several city and state departments inspect existing buildings. This is inherent in the modern complex civilization of a great city of 6,000,000 inhabitants. It is the price that has to be paid for civilization.

Even were all the duties which now rest upon the Tenement House Department, the Building Department, the Fire Prevention Bureau, the Health Department and others vested in a single department which, incidentally, the advocates of consolidation always urge shall be the Building Department, for that department has always been most responsive to the desires of the building interests—there would still be the necessity of just as many inspectors entering a man's new building as enter it today, because of the highly specialized organization of the building trades.

An inspector who is sent to inspect the steel work of a 30-story skeleton office building or apartment house or hotel, must be a man who is skilled in steel construction. An ordinary bricklayer, or carpenter or plumber can't possibly make such inspections. Similarly, when it comes to the installation of the plumbing work in such buildings, a plumber must make the inspections. When it comes to inspecting the elevators, a man skilled in elevators must make the inspection. When it comes to inspecting the electric wiring an electrician; and when it comes to the smaller frame buildings, a carpenter. The brick work naturally must be inspected by a mason builder.

From which, it becomes apparent that the entry of a number of different inspectors into the same building in course of construction cannot possibly be obviated by any scheme of consolidation that can be proposed. Nor need it be. The builder suffers nothing today by having all these different inspectors enter his building.

This whole question has recently assumed new interest in New York because of the statements made by a prominent realtor upon his

return from Europe. This realtor shortly after his return was quoted as follows:

Building a home in Berlin takes more than mere money. Before ground can be broken for a house there, contractors must unravel several miles of red tape. First the building plans must be shown to 38 officials and about 35 different permits obtained. Compare the requirements in this country. To build a 1-family or a 2-family home in this city only 1 major permit is necessary. It combines a construction permit and a plumbing permit which is obtained from the Building Bureau of the Borough. A few auxiliary permits are needed before construction begins, but they represent certain privileges contingent with actual construction.

He went on:

In Europe builders are compelled to wait months for their plans to go through a rigmarole. Builders and contractors in the Eastern states can start construction almost immediately if their plans conform to the building code and zoning restrictions. Usually there is very little delay in the construction of 1 and 2-family homes.

This is refreshing testimony from the building interests themselves as to the comparative simplicity of our present procedure.

Next time the organized realtors of this city, in their desire to bring about a more lenient enforcement of the tenement house laws and similar statutes, seek to consolidate existing departments, it may be well for them to bear these facts in mind.

SELECTING THE HOME

AS THE COLUMNIST SEES IT.

HOUSE HUNTING—1929 STYLE

(It happens in the best regulated families)

MRS. BLINK (on the telephone)—Is this Shelby & Munch, the real estate dealers?

VOICE—No. This is Mr. J. Oswald Munch, the realtor.

MRS. B.—Well, this is Mrs. Blink. I want to buy a house for my family of four.

MR. M.—We have just what you want, Mrs. Blink. A fine colonial brick home with eight rooms, built only two months ago, situated in an exclusive neighborhood on a hill with a commanding view. It cost

\$40,000 to build, but on account of the owner going to Colorado for his asthma, he is letting it go for \$11,000.

MRS. B.—That sounds good, but does the electric refrigerator freeze thirty-six ice cubes an hour?

MR. M.—I believe the ice box in this house has a capacity of twenty-four cubes an hour.

MRS. B.—I'm sorry, but I wouldn't be interested in it then.

* * * * *

MR. M.—But we have on our list a splendid nine-room house on Muzzey Boulevard with an electric refrigerator that makes forty-eight ice cubes an hour. And in addition it has spacious bedrooms with fireplaces in each, solid oak floors and frescoed ceilings. The most comfortable type of home and though it cost \$43,000 in 1927, it's on the market now at \$12,000.

MRS. B.—But has it got a built-in ironing board?

MR. M.—No, it—

MRS. B.—Then I wouldn't take it as a gift.

* * * * *

MR. M.—But I know you'd like the brick home at 43 Yvonne Terrace. It has a built-in ironing board and a forty-eight cube refrigerator. The living room is paneled in oak and the dining room is extra large. Originally built for \$50,000 in 1926, it can be had to-day for \$13,000. And I forgot to say the five spacious bed chambers get the sun all day.

MRS. B.—Never mind the rooms—has it got one of those sunken garbage cans in the rear?

MR. M.—Why, no the—

MRS. B.—Well, forget about that house then.

* * * * *

MR. M.—But, Mrs. Blink, you'd be delighted with the Gilley place on Wessex Road. It has a sunken garbage can, a built-in ironing board and a sixty-cube refrigerator. And though Mr. Gilley spent \$61,000 building it last year, he'll let it go now for \$14,000. A family of four would just revel in its stunning living room, its massive dining hall, its marvelous library, its exquisite master bed chambers, its tiled baths and the ample closet space.

MRS. B.—Yeah, but has it got one of those chutes on the second floor where you drop the laundry in and it goes right to the basement?

MR. M.—I'm afraid it hasn't.

MRS. B.—Well, I must say you've got a punk bunch of houses to sell. Why, nobody but savages could possibly live in them!

MR. M.—But if you're determined to move, Mrs. Blink, maybe we could make the sale of your present home.

MRS. B.—Oh, you'd never be able to sell it—it hasn't got an electric buzzer under the dining room table. That's why we want to move.

NEAL O'HARA in *N. Y. Eve. World*.

BEAUTY PAYS

HOW ONE MAN PROVED IT

City planners know in a general way about the work of J. C. Nichols and his famous Country Club District at Kansas City, probably the most attractive residential development in the whole United States. But even city planners have still much to learn of the ways in which this marvelous development was achieved and how Mr. Nichols from his earliest youth strove to bring beauty and order into the community.

Paul Kinkad, in an article in *Liberty*, entitled "This is the Town that Jess Built", describes Mr. Nichols' earlier efforts as follows:

Did you ever look around your neighborhood and wish Mr. Jones wouldn't paint his house that color, that Mrs. Smith hadn't stuck her garage where it ruins the appearance of the neighborhood, that the Brown's hadn't built that ugly porch which shuts off the view, and that something could be done to keep that hideous gasoline tank from ruining the street?

Did you ever sigh and wish that you could plan for the whole district and keep people from spoiling everything after you had spent so much money to build a home you could be proud of?

Have you ever planned an ideal neighborhood, with brooks and trees, shaded walks, flowers, and wide, curving streets winding through parks and green valleys, with real homes nestling in shrubbery, a district playground for the children, and attractive business centers, not far away, built so that they add beauty instead of making a hideous spot in the town?

Well—and this is not a fairy story—there is a man who did all these things.

Born in one of the homeliest little towns in the world, out on the rolling plains, he had visions of beauty, and when he grew up he found the opportunity to build the city of which he had dreamed.

That man is Jesse C. Nichols. There is no need to tell anyone in the Missouri Valley, from St. Louis up to Great Falls, who Jesse Nichols is; for his is a household name.

He has built a city of homes for more than 25,000 people. He has turned a raw, rough section of washed prairie and hill land into one of the most beautiful spots in the world. In the district he chose to beautify and to build his model home city, there are

6 civic centers—and will be 10—4 country clubs and golf courses, 120 miles of perfect streets and boulevards, 18 miles of bridle trails, wading-pools, playground parks, camp ovens, ponds, bits of woodland.

The garbage can, the trash pile, the back alley—all are gone. The stores, the movie houses, the business blocks, the gas-filling stations—all are beautified by trees and shrubbery, and the architecture of each building fits into the entire plan.

This Nichols is quite a man. He started with an ideal, a couple of nails, and a board—and never lost sight of his ideal. Eventually he converted some of the richest men in Kansas City to his ideals and they helped him make them come true.

Not only has he built the model residence district of the country, but he has left his imprint all over the United States. He persuaded the big oil companies that it would be a sound investment to make their filling stations ornamental rather than hideous, and drew the plans most of them use.

He has been on the Kansas City Board of Education for seven years, he is president of the Art Institute, and leader in the work of improving the Missouri River. He was a main figure in planning and building the great Kansas City war memorial on the hill overlooking the railroad station, a trustee of the estate of his friend and patron, William Nelson, and is a member of the National Capital Commission that is planning the new Washington, vice president of the American Civic Association, adviser to the Arid Lands Commission—and a lot of other things.

But he always has time to talk of homes and home building, because he believes home building to be the foundation of the United States. He thinks the right kind of homes is the best solution of our crime and vice conditions. If you want to talk to Nichols, however, you'd better hire a motorcycle. He and Herbert Hoover are the two greatest drivers of themselves and others I know.

A man! He went into debt to buy 5 acres of land in order to get rid of a pigsty, and since then has become a millionaire through removing figurative pig-pens from wide districts, working on the theory that beauty and order may be capitalized and sold at as great a profit as land or climate. In fact, he estimates that 50% of the worth of a home is in its surroundings.

Born in Olathe, Kansas, graduated at the University of Kansas, he went to Harvard a year to study industrial history, with the idea of dealing in raw land. After that he spent a couple of years scouring Texas, Louisiana, the South, and the Southwest, then decided on Kansas City and began to build three- and four-room model cottages in Kansas City, Kansas.

Even in those cottages he demanded some artistic value and beautification of the surroundings. He built 150 houses, then bought 10 acres in Kansas City, Missouri, and decided to build better homes. He planned to assure purchasers that obnoxious

features that might destroy residential value would be restricted out of existence until the property owners decided otherwise.

After he had got rid of the pig-pen, he almost went broke buying 12 acres to eliminate a laundry. He bought far out of the city, on an old steam railroad, in a district without water or improvements, and he carried water a quarter of a mile to his own home. But he stuck to his theory, while violating most of the rules of subdividers regarding buying on traffic lines.

He was determined to sell beauty and order, and to do it he had to take farm land, unsightly hollows, stone quarries, and dumps, and transform them. He began buying larger tracts and putting in the improvements in advance.

MR. NICHOLS' VIEWS

In discussing with Mr. Kinkead the principles which have guided him in his work Mr. Nichols said in effect the following:

There is much to be learned about a neighborhood as well as about your immediate surroundings. You want to know about the shops and whether they are controlled, whether tanks are permitted to be exposed, about rubbish and garbage disposal, whether bill-boards are allowed, whether fences are permitted to break the front lawns, and whether the filling stations are eyesores or ornamental.

I can only tell how we handle such things. We have community organizations, meetings, shows, athletic competitions, pageants. Each community rules itself, and we retain the right to pass or reject any architectural or other plan. Our business centers are designed for sightliness. There is no reason why a store, movie house or gas station need be hideous.

We were the first to insist on ornamental architecture and coloring, and on ornamental shrubbery to screen and beautify all filling stations. We try to develop and exaggerate the natural beauties and to plan comprehensively for the whole district. The day when the individual can disregard the rights of surrounding property owners is past.

We are trying to educate all our people to realize that beauty and order are excellent investments and that they pay as big returns as do land or climate. We control the color scheme of neighborhoods, the grade of lawns, width of streets, and all developments.

The subdivider has a big duty to the community he builds up. He must help develop the community character. It is remarkable the way the people respond to their surroundings. They take more interest in trees, in flowers, and birds; they become more interested in art—in painting and in sculpture. They respond, especially the children, to environment in surprising manner, and even looking at it from a cold-blooded commercial standpoint, it pays a big return.

Even the name of a street or a neighborhood counts. Any one would rather live in a suburb with a beautiful or aristocratic name than in Midville Flats. A rose by any other name may smell as sweet—but you'll pay more for a lot on Park Avenue than if it were to be called Pig Run.

THE AMERICAN HOME OF TODAY

What is the American home really like today? Is it true that "everybody has an automobile?" Has the radio become as widely distributed as the telephone? How many homes have charge accounts? How many have servants? Do all Americans nowadays eat canned and packaged foods?

These are some of the questions answered in Zanesville and 36 other American communities, published recently by the *Literary Digest*, after a study by trained investigators. Although the survey was primarily conducted to furnish information for the field of advertising and selling, the broader field of social study was included.

Investigators called at thousands of homes and obtained 11,232 interviews in 37 cities and towns from Bangor, Me., to San Bernardino, Cal. It is the belief of the investigators that the interviews draw a fair cross-section of the composite market represented by this group of cities and, therefore, of the country as a whole.

The conclusion was reached that the average American community was one having a population of about 25,000. It was developed by the survey that 26.9% of the homes in the 37 cities were valued at from \$4,500 to \$6,000, and 24.6% of the homes were worth from \$6,500 to \$8,000. Of the former class, 61.1% had telephones, and of the latter, 79.5%. Only 5.2% of the homes were valued at \$20,000 or more. All of the latter had a telephone.

Zanesville and the country about it is regarded as the "average of America". It was found that more than 50% of the residents of Zanesville, male and female, over 10 years of age, were employed in gainful occupations. This was said to be remarkable by officials of the Federal Department of Commerce because of the fact that only a negligible number of children were employed. Living conditions were described as "excellent". Seventy per cent. (70%) of the population own the homes they live in.

The survey disclosed that 84.8% of the homes visited in the 36 cities outside of Zanesville have bathrooms. Only 5.3% were found without them, and the other homes have from 2 to 5 each. The figures show the upkeep of 13.6% of the homes to be excellent; 43.2%, good; 36%, fair, and 7.2%, poor.

In the general survey 96.9% of the homes were found to be equipped with electricity; 91.2% with gas; 95.3% with running water; 92.8% with plumbing systems, and 1.7% with electric refrigeration.

Less than 3% of the families in Zanesville were found to have servants, and in the other cities visited it was found that 89% had no full-time regular servants.

“The average size of the family is usually overestimated”, the survey says. “Somehow the idea has gained currency that the average household contains father, mother and three children. Changing conditions of American life have been reducing the size of the family, particularly in the middle and upper strata of the population.”

The survey also showed that the percentages on annual incomes were: 38.1%, with \$2,000 or less; 28.8%, with \$5,500 to \$9,000, and 5.2%, with \$3,500 to \$5,000; 6.9%, with \$5,500 to \$9,000, and 5.2%, with more than \$9,000. Of these families, 50.9% maintained no charge accounts, and 16% invested in corporation or municipal bonds.

In spite of the popular impression, it was disclosed by the investigation that the saturation point for automobiles was still some distance away. More than 40% of the homes visited by the investigators had no automobiles; less than 7%—and in Zanesville less than 3%—have reached the point of owning more than one car.

14 DO'S AND 14 DONT'S FOR THE HOME SEEKER BUYING REAL ESTATE

Joseph K. Brittain, of the National Association of Real Estate Boards, has given invaluable advice for the prospective home seeker with regard to the things he should consider in purchasing the land on which he expects to build his little home. These he has expressed in the following 14 points, or what he calls 14 Do's and 14 Dont's for Home-Seekers.

Prefacing this advice, Mr. Brittain says that real estate practice is complex, that many intangible things go to make up the value of a piece of ground, that it isn't easy to tell whether or not the land one proposes to buy will prove permanently satisfactory, but that the following “Do's” and “Dont's” will help the ordinary man to judge whether or not he is buying wisely.

Do—

—consult a dependable real estate expert; that is, patronize a Realtor of high standing.

* * *

—engage a second distinterested Realtor or a professional appraiser and pay him the small fee he will ask for analyzing the value of the property before you buy it.

* * *

—plan your real estate investment, not as a speculation, but as the purchase of a home. You would accept many things in buying just to make money, which you wouldn't consider if you were buying for permanence.

* * *

—buy water and gas mains, graded and paved streets, sewers, walks and curbs already installed, or else plan to add taxes for these improvements to the net price of your lot. You shouldn't pay more than 30% of your total investment for a lot with all these features installed, and 20% would be a much safer figure. You shouldn't pay more than 5 or 10% for land without these improvements.

* * *

—be sure a bank or Building and Loan Association will lend you at least 50 or 60% of the price of your lot; otherwise you may question whether or not you are paying too much.

* * *

—measure the distance to work, church, schools and shopping centers, not in miles, but in time it takes to get there. The ideal location is three or four blocks from transportation lines.

* * *

—have your appraiser report on chances of public utilities, parks or boulevards being brought nearer your property in future; and then be sure that such developments will help and not damage your property.

* * *

—balance your investment reasonably; put about one-fourth or one-fifth of your total funds into the lot.

* * *

—buy community-partnership. Restrictions will protect you against neighbors whom you don't like, if the restrictions are enforced and are not just temporary.

* * *

—study the restrictions from the point of view of your own standard of living; they may call for more expensive construction than you can afford.

* * *

—see that your neighborhood is properly served by fire and police departments.

* * *

—choose carefully within a given block, remembering that a corner lot may be double-assessed for streets and sidewalks and that it will require longer fences, and that an inside lot may be located so that a neighboring kitchen or garage proves a nuisance.

* * *

—think of prevailing winds when buying, and provide that your home won't be uncomfortably exposed in this respect.

* * *

—rent and live in a neighborhood for a year before buying there, if you can, so that you will be absolutely sure the neighborhood is to your liking.

DON'T—

—take the seller's word as to property lines; see that the boundaries are accurately established.

* * *

—take it for granted that you are getting a clear title. You may require the seller to establish this title before you buy; if not, it is worth the expense to have a lawyer or a title guarantee company search the title for you.

* * *

—buy one of the old-style 25-, 28-, or 30-foot lots. Get at least 40 to 60 feet of frontage. The wider the property, the greater are the chances of price increase.

* * *

—risk your funds in undeveloped property if you can possibly afford land fully improved or under development. The latter is safer, though more expensive.

* * *

—accept easements on your property without fully understanding them. Investigate thoroughly to find out whether anyone has any right to lay pipes or erect poles or make a thoroughfare on your lot.

* * *

—locate much more or less than half a mile from parks, playgrounds and schools.

* * *

—locate on a through street unless you are prepared for the traffic danger to your children and the discomfort of traffic noises.

* * *

—choose an odd-shaped lot; it may prove hard to sell.

* * *

—select a lot full of humps and hollows unless you are prepared to pay the cost of filling it, which may be as great as the cost of excavating.

* * *

—buy land so low that you always will have a drainage problem nor so high that the water-mains will be above the freezing line.

* * *

—buy solid rock, which may be expensive to excavate; or quicksand or other faulty soil that may cause damage to your house. But remember that under-surface sand and gravel, if of proper quality, may be used for the mortar, plaster or stucco.

* * *

—choose filled-in, or “made”, land unless you have to, for it always carries a danger of poor drainage or excessive settling which will damage the house construction.

* * *

—build in a neighborhood where smoke and dust take the place of sunlight. If you are going to take the trouble of acquiring your own permanent home, you might just as well have it where it is sure to be healthy for your children.

* * *

—be satisfied with bare utilitarian ugliness. Too many trees are better than too few; natural objects of beauty save you the cost of landscaping and repay their cost when the time for resale comes.

It may be that a lot with all these 28 positive and negative qualifications is not for sale this side of Paradise. Nevertheless, the foregoing do's and don't's should comprise every home-seeker's real estate ideal. You probably will have to compromise, anyway; it's safer to compromise a high ideal than a low one.

AN EMPLOYER'S GARDEN VILLAGE IN KENT

That all of the housing that is being done in England needs to be done with Government money is proved to be not the case, by a very attractive housing development now under way near Sittingbourne in

Kent. Here upon the top of Kemsley Down is to be located a Garden Village, the home of the employees of a large paper mill. The workers' houses though conveniently near the mill, are sufficiently removed from it to keep the industrial and residential portions of the towns quite distinct, and very properly the residences are located upon an open site upon the top of the Down. Advantage has been taken of the natural lie of the land to plan the roads and arrange the houses so that from the village there is no direct view of the mill which will be still more completely screened from the houses when the trees that are now being planted have attained their maturity.

In the center of this village is a wide open green sloping down the hillside and affording a splendid view of old Milton Church and the country beyond. Other smaller greens are placed at suitable points, while the low-lying level ground at the foot of the slope has been reserved for spacious playing fields. Provision has also been made within the village for allotment gardens for raising both vegetables and flowers, tennis courts, bowling greens and for children's playgrounds.

When completed the village will contain approximately 750 houses, providing for a population in the neighborhood of 3,500 persons. The first instalment, now completed, consists of 176 houses, comprising four grades adapted to the requirements of the different classes of tenants. The accommodation in the first three grades includes a kitchen-living room, scullery, parlor and three bed-rooms, with an upstairs bathroom and the usual offices; while the fourth grade has, in addition, a separate kitchen and an additional bedroom. Great care has been taken to secure a maximum amount of sunlight in all the houses, and the convenience of the housewife has been a paramount consideration in the selection and arrangement of all the fittings. The houses are of several different designs, and are grouped in pairs and groups of three, four, eight and nine; they are carried out both in brick and stucco with tiled roofs.

A minimum building-line set-back of 15 feet has been adopted throughout, but this is never allowed to become monotonous, as great care has been taken to arrange the houses at road junctions and other appropriate places to form interesting groups. A sense of spaciousness is obtained by dispensing with any form of hedges or fences to the front gardens, which are all laid in grass maintained in good order by the Company.

One of the interesting features of this development has been the steps taken by its promoters to remedy a defect encountered in so many developments of this kind. It often happens that such a village has been carefully planned, the site has been attractively arranged, the houses have been charmingly designed and very often are things of

beauty, and then, a few years after the village is actually in operation, there begins to creep up at the back, first one little out-building and then another, each one more tawdry than the other; the result being that the whole effect that the architect and town planner sought to achieve, is completely ruined by these ill considered little out-houses that dot the landscape.

Recognizing that these have sprung up in other developments because of the real needs that they serve, the promoters of this enterprise have very intelligently sought to avoid this kind of development. They have therefore deliberately designed sheds of uniform design, size and color. These have been provided and fixed in convenient positions. In addition, standardized wireless masts are erected for such tenants as require them.

Another feature of the plan is the adoption of the sound town-planning principle of keeping heavy traffic out of the village by a separate road giving direct access from the main highway to the mill.

Sites have been reserved in the Square—which marks the junction of the two principal streets in the village—for an inn, a club and a number of shops. Electric current for both light and heating is supplied from the generating station at the mill; the plant includes a transformer house in the village where the voltage is suitably reduced, and electrical radiators, boiling rings and flat irons are supplied to the tenants and run from plugs which are installed in all the houses.

It is thus seen that England has achieved another employers' housing enterprise, one that should take rank with Bourneville and Port Sunlight, though not as yet anything like as extensive in size as these earlier developments.

RADIO THE SAVIOR OF THE HOME

Thoughtful observers of present day tendencies have been greatly concerned in recent years for what has seemed to them the approaching disintegration of the American Home.

Now there appears on the horizon a great force which may rescue the Home and save it from that process. That force is the most modern of modern things—Radio.

Commenting recently on its relation to home life the *New York Times* said editorially:

Science has badly shaken the home, science may yet come to its rescue. What the steam engine took away, the radio cycle and radio beam may in part restore. Steam brought in the Industrial Revolution and the factory, occupations moved out of the home, women became economically independent, children were made self-supporting at the age of 16, the entire complex of forces working for the disintegration

of the home was set in motion. Having acquired the habit of going outside the home for gainful occupation, the industrialized world naturally fell into the habit of going outside the home for its recreations.

Radio is now beginning to reverse the process. It brings recreation back into the family circle. Dance music and opera have arrived. Baseball and football and prizefights have partially come back via the radio announcer. Broadcast movies and television will almost complete the process.

In the rural districts it is said that the movie has operated to slacken the drift to the cities. In the cities radio may operate to slacken the drift to the theatre, the opera house, the dance hall, the night club. There will always remain the gap between the audible, visible crowd on the screen and the crowd itself in the stadium, between the theatre audience on the screen and the flesh-and-blood tingle of a first night in the theatre. But the reproduction within four walls will be life-like enough to hold many at home who now venture out—especially in bad weather.

Within ten years we are promised television. The engineers had better hurry, if the rescue of the home is a conscious purpose with them. In ten years there may be very little home to salvage. Already we are down to a couple of rooms and a bath.

THE SUBURBAN APARTMENT HOUSE

There are many people who believe that no apartment house is a good thing and that no multiple dwellings should exist. With that extreme view we have never found ourselves in accord. The apartment house has a useful function to perform. It is a necessary type of dwelling for cities of great size and a useful and desirable type of dwelling for certain classes of the community. It is not a good type of dwelling in which to bring up little children.

The trouble with most apartment house buildings, however, has been that such buildings have been much too high, have been too great in volume and have, as a rule, not provided proper light and air or been intelligently designed.

Housing reformers and city planners have now for some years past urged the proper grouping of apartment houses in a city, pointing out that while the single-family detached house is the best type of home for American conditions for the average family, apartments do have a useful purpose to fulfill, and that instead of debarring apartment houses entirely from a community, the thing to do is to segregate them and reserve one or more sections of the community in which such multiple dwellings may be erected.

A new type of apartment building has come into existence in the environs of New York in recent years—the suburban apartment house—which combines the conveniences of living of the city with the quiet, the charm of life in the suburbs.

Westchester County has been a notable field for the development of this new type of building. Unfortunately, there have been few communities, even in Westchester, which had the foresight to recognize the oncoming of the apartment house development and to guide and control it until it was too late. But a few such communities have had this vision and are now reaping the benefit of their ability to look ahead. Outstanding among such communities may be mentioned Bronxville, Scarsdale, Larchmont, Dobbs Ferry and certain sections of Mount Vernon, New Rochelle and White Plains.

Intelligent real estate interests in these communities are now urging the centralization of apartment sites which is being practiced generally throughout the county, a practice made necessary by the extent to which Westchester County is under zoning regulations.

Another and distinctive phase of the Westchester development is the grouping of apartments to suit not only their location but also their type and design. In Bronxville, due largely to the influence of large interests which have guided and directed the development with skill and taste, there are few apartments which have been erected that offend the eye or destroy the residential character of the village. A similar policy has been pursued with similar success in Scarsdale.

It is in Larchmont, however, that the first grouping idea of a comprehensive nature has been developed. There the idea was worked out in conjunction with a specially created Park Commission which purchased the land facing the railroad station to the north and provided ample parking space for commuters and at the same time assured to the community a station approach that enhanced the value of all the surrounding property.

The next step was to zone the property facing this park for apartment purposes, and to exercise such control over apartment buildings in this location as would prohibit the erection of any building which did not conform to the general plan. A similar grouping of apartments around a central design is in progress at the Wykagyl Station near New Rochelle on a site which adjoins the famous Wykagyl Golf Club. Here the plan provides for 7 apartment buildings facing a central drive and a small park. Three of the units back up on the railroad right of way, one faces the central park from the easterly end of the property and the remaining three face the drive and park and back up on the golf course.

With the marvelous development of the Westchester County Park system—unique in the civilized world—there has come along with it a somewhat similar development of apartment houses with gardens and setbacks, and possessing the same attractive qualities as the parkways

of that county. These garden apartments are so distinctive that they are likely to result in a definite type of building—one that will probably be known in the future as the “Westchester” type.

GARDEN CITIES PROVE THEIR VALUE

That the Garden City movement has again and again proved its right to exist and has demonstrated clearly that it is the only intelligent way in which to develop a country, has recently been confirmed by some interesting figures from the point of view of public health presented by W. McG. Eagar with regard to Letchworth. Mr. Eagar points out that since Letchworth was founded in 1903—25 years ago—the general death rate has never exceeded 9 per 1,000 persons living, and the infant death rate—which was but 38 last year—has never exceeded 50 per 1,000 births.

He contrasts these figures with similar figures in the great industrial center of Glasgow. There, during the same period, the general death rate has never in any year been lower than 14 per 1,000 and the infant death rate has only in one year fallen below 100 per 1,000 births.

From which it is stated that though the population was small in its early years, Letchworth has already in this period saved 4,000 infant lives, that would have succumbed in the older industrial centers.

Another very interesting testimonial to the value of Garden Cities is adduced by Mr. Eagar who quotes an acute observer from the industrial Midlands after a recent visit to the Letchworth schools, as saying, “Your worst children are just about on a level with our best”.

When one considers the conditions under which people live in many of the industrial centers of England and Scotland, as well as in the United States, it is not surprising that these great discrepancies should exist.

In a recent discussion, in Parliament a few months ago, of Slum Clearance, with particular reference to Scotland, it was brought out that there are today in Glasgow 6,000 people suffering from tuberculosis.

What has not been hitherto known, however, is the startling fact that of those suffering from this disease who are living in one-apartment houses only 57 had a room to themselves, 145 had a bed to themselves, though living in the same apartment with others, and 976 were sleeping in a bed with other people. In two-apartment houses, the story was very similar. There were 441 sufferers with a room to themselves and 2,506 were sleeping in beds with others. Out of a total of 3,415 active tuberculosis cases fewer than 1,000 had either a bed or room to themselves.

It is not surprising that under such conditions the people of Glasgow are being taxed to an extraordinary degree to meet the needs of the city by providing tuberculosis hospitals in sufficient numbers.

THE CHILD FORGOTTEN IN THE ORDINARY HOME*

For many years it has been charged that the average architect has given no consideration to the women of the household in the houses that he has designed, and has shown little or no knowledge of the tasks which confront the ordinary housewife. Now comes a new charge against the architect to the effect that the child has been absolutely lost sight of in planning the home.

In the *Child Welfare Magazine*, Dr. John M. Gries, Chief of the Division of Building and Housing of the U. S. Department of Commerce, not only makes this charge but, we think, proves his case. He says:

While older people sometimes feel that their households are managed and equipped very largely to meet the needs of the children, it is quite evident that in reality most homes are equipped not for children but almost exclusively for grownups. With more thought and very little more expense most homes could be equipped so as to enable children to be more helpful and orderly, to take care of themselves and generally to develop better habits and fit into the household routine more smoothly.

It is not necessary, in order to get the child's point of view, to crawl into the house on one's hands and knees and see what the bottom of shelves and high tables look like and to see how chairs and tables break up the view of a room. If more people were to make the experiment, however, there would be more children's rooms in which the pictures were hung on a level with their eyes.

In the living-room, if small children are expected to keep their feet off the furniture they should have small chairs or comfortable footstools which they can use when they want to sit down for a moment or two. In the dining-room it is undoubtedly preferable to have things high, especially drawer knobs and door handles. Some children never meddle, and others in the same family cannot be kept out of mischief.

But just as they should have their small-sized rockers in the living-room, so should they have dining chairs of the proper height. In some families the children eat at a side table. This may be low with chairs to correspond, or it may be full height. In this case the problem is the same as if they sat at the table with the grownups. They too often graduate from the high-chair directly to a dining chair with the addition of a hassock, box, or dictionary to raise their eyes above the level of the table. But this is an awkward and inconvenient arrangement, and long before the child is large enough, he is using the same height chair that his parents use.

From that time until he is grown he is told at every meal that his table manners grow worse every day, and that he eats worse than he

* One of the outstanding papers in the National Housing Conference held in Philadelphia in January was on "Homes Planned for Children" by Dr. James Ford. See "Housing Problems in America", Vol. 10.

did when he was a baby. This may be true. A man or woman who can conduct a spoonful of soup or eat meat from a plate on a level with his or her chin and not look like a cartoon might be qualified to criticize a child's awkwardness. Poor table manners are often directly traceable to low chairs, while knives, forks, spoons and tumblers too large for small hands come in for their share.

Since the child finds so little downstairs that was designed for his age, he is surely entitled to find things above stairs more to his liking. Unfortunate, indeed, is a kiddie who has to share a room with a grown person. After he passes the age of needing a night bottle he ought to have a room of his own, or at least one shared with another child. Here he should have his place to play, if the house is too small to afford a regular playroom, a small table and chair where he may sit to paint, low shelves for books, low hooks for his clothes and low drawers for clean garments. These accommodations will not in themselves make him neat or tidy with either his clothes or his toys, but they will go a long way toward that end. If hooks are above his reach he will be apt to care very little where he leaves his clothes as he takes them off; and if his clean clothes are inaccessible he will early learn the habit of the morning chant, "Mother, where is my clean blouse?"

A bathroom equipped for children would be appreciated as much by the mother as by the children. A stationary wash bowl low enough so that the water will not run to the children's elbows every time they wash their hands, and dribble down their dresses and blouses, would save time, clothes and patience. As a substitute for this, a basin or bowl is often set on a chair or stool, but this has the disadvantage of tipping and the results may be worse than with the high bowl. Towels should be within the child's reach. If the bathroom is warm and clean it is easier to encourage good and regular habits of elimination.

There should be a mirror in the bathroom so placed that the child can see when he has washed his face properly. A box or stool for the child to stand on before the standard fixtures is another doubtful advantage. If it is high and too small in area it upsets readily, resulting in bad spills, and if it is too large and flat it is apt to be in the way of the grownups who stub their toes against it in patience until the novelty wears off, then relegate it to the basement as a nuisance. The same may be true of boxes or platforms used at the kitchen sink, which may be an hour in the way for every minute of usefulness. If their usefulness overbalances their inconvenience, however, they are a small enough concession to make to the little boy or girl for the few years they are needed.

A child is much more apt to have the feeling that he is keeping up his end of the burden of housekeeping if he has definite places in which to keep his belongings. It may mean a great deal less work for the parents and interfere with their convenience less in the long run if children are allotted certain hooks in the downstairs coat-closet—hooks at a height which they can reach without jumping. A normal child should have definite places near the door where he may leave muddy boots and overshoes when he comes into the house and where he may leave his scooter or his bicycle and his baseball bat and glove. If a child's belongings are not assigned definite places he is apt to get discouraged. If he finds that the cellar or garage door is locked he may be tempted to leave his bicycle out in the rain. If he has to take his overcoat upstairs to find a place to hang it he is much more apt to leave it around downstairs when he comes in.

Most children have lessons to prepare at home. Many oculists recommend that their eyes should be 12 to 14 inches away from their work, yet how is this possible when they sit in adult furniture at adult desks without even a footstool on the seat of the chair to raise them to a proper height? In how many cases is the strain caused by the child's failure to realize that artificial light should not be reflected directly to his eyes from the book or paper on which he is working. If one places a shiny flat surface or a mirror on the child's work one is very apt to find that the light is reflected directly to his eyes. Even worse, a child seated low at a desk is likely to have the unshaded light from the electric bulb or lamp also shining directly in his eyes. When children are taken out at night the light should always be soft and dim, as the turning on of a bright light at night is apt to cause eye strain.

Many children have a mechanical bent, which can be developed to the greatest advantage if they have a work bench and a place to keep their tools, materials and unfinished work.

They should have proper equipment for the work which they are expected to do. A boy who shovels snow from the sidewalk can do better work with a shovel of suitable size. A child expected to cook or wash dishes should not be expected to lift heavy pots and pans, particularly when they are hot, and a slip might result in a serious burn or scald.

The decoration in a child's room should also be bright and attractive, and if possible there should be pictures that will interest him, near the level of his eye. If children are to learn to appreciate an attractive home and to make the effort needed to maintain one they should grow up in an attractive well-maintained house, and it does no harm to have certain rooms set aside in which certain types of play are restricted, provided they have an attractive place for such play elsewhere in the house.

The condition and equipment of the yard or open space around the house is of great importance to the child. For young children a sandbox is a great asset. For all ages a lawn with good green grass is of the greatest worth. There are whole neighborhoods in which back yards are considered as almost worse than useless at present because they are simply spaces for accumulation of rubbish and junk. Yet most of those back yards could be converted into wholesome play spaces for children if the parents were willing to make the effort.

When all is said and done, probably few parents could not reasonably make their homes more convenient for the children, if they guide themselves by studying their children's needs, the habits they want them to form, and their part in doing little jobs or chores willingly and well. By so doing we could save ourselves time and trouble and anxiety in the long run.

It is quite evident that Dr. Gries has not only proved the necessity of planning the home with regard to its use by children, but he has proved conclusively that an apartment is no place in which to bring up children.

This may account for the apartment house that has recently been built in New York which accommodates 80 families, and contains 40 dogs and one child. How the child got there is not disclosed.

THE COST OF DIRTY AIR

OR MONEY TO BURN*

Those of us who live in New York, and who for years have been proud of its pure and crystalline atmosphere, and then have seen that atmosphere gradually become filled with a polluted air, murky and heavy laden with soot and other impurities, with the result that New York's climate today is becoming much like that of London, with its constant fog, can realize fully the importance of the facts recently brought to public attention by Leonard P. Ayres, Vice President of the Cleveland Trust Company, and for many years a student of social and civic problems.

Mr. Ayres has rendered a distinct public service in pointing out the financial loss of a smoke ridden atmosphere to our American cities. Examining a number of American cities Mr. Ayres finds that St. Louis ranks first, with the worst record, of 17,600 particles of dust found in each cubic foot of the atmosphere of that city. Cincinnati comes second with 16,770; Pittsburgh third with 16,100 and New York rates 15th with 9,700 particles per cubic foot of air. Boston is the cleanest city, with a dust count of little more than 5,000. In general, the hard coal cities are found to be the clean ones and those using soft coal, the dirty ones.

These facts have been known for some time. There is nothing new in their discovery, but what is new is the emphasis that a prominent banker of one of the largest cities in the United States places upon the cost to the community of these conditions. Speaking of this aspect of the question Mr. Ayres said recently:

The community expense of the city smoke is more real than apparent. In places where the air is dirty the expense of laundry work is increased, the durability of clothing is decreased. Silverware tarnishes rapidly in such atmosphere. There is more work for doctors and hospitals. Shade trees suffer and all plant life is retarded. Goods in stores become rapidly shop worn. Buildings require more painting and varnishing in dirty cities than in clean ones. It does less good and has to be renewed more often. Structures of stone, brick, cement and tile require expensive cleaning where there is much smoke, with results that are unsatisfactory at best, and only temporarily effective.

The most interesting point in Mr. Ayres' remarks is his calling attention to the fact that the smoke nuisance in the great centers of population is to a large extent responsible for the creation of what the city planner has come to call "blighted districts." On this point he says:

* See Paper by S. S. Wyer, "*Housing Problems in America*", Vol. 10.

Probably the most serious result of city smoke in a business way is that it is shockingly destructive of real estate values. Well-to-do residents in all the dirtiest cities are leaving the urban centers and moving out into the suburbs. The typical smoky city now has a costly and crowded downtown business center surrounded by a twilight zone that is several miles wide, and inhabited mostly by people who cannot afford to move away. This zone is in turn surrounded by suburbs where people live who can afford to be cleaner. The cities would do well to change the conditions.

That the people of the older centers of population in Europe are waking up to the cost of the smoke nuisance has been evident for some time. Six years ago Leonard Hill, the distinguished authority on ventilation, stated that "the smoke nuisance regarded as a preventable source of damage to buildings, furniture, fabrics, plant life and human vitality has been put at £50,000,000 a year". A further statement with regard to the situation in London made a few years ago was to the effect that "it is estimated that approximately 2½ million tons of potential fuel in the form of soot escape annually into the air from domestic fireplaces, and 500,000 tons from industrial chimneys."

France too is beginning to wake up to the folly of this system. Louis Forest writing recently on this subject says in logical French fashion:

Stringent police regulations have been drawn up against people who shake the dust from their carpets out of their windows, but they are freely permitted to scatter much worse dust from their chimneys. It is merely a question of height. You have not the right to pollute the air by throwing dust out of your window, but you have the right to do it over your roof.

Mr. Forest adds that the climate of Paris is excellent even in Winter, only it is spoiled by smoke. That during the cold weather Paris does not get its fair share of sunshine because its inhabitants with their smoke screens prevent the sun from warming them. He adds:

There is no reason why living in a town should not be as healthy as living in the country. It is only human negligence which causes the difference. The poisoning of cities is due not to the cities themselves but to the carelessness of their inhabitants who forget how to live in society. Everyone knows that a man cannot stop breathing without dying, but the thousand and one causes which hinder proper breathing and which are due to the absorption into the lungs of smoke from factories and domestic chimneys have only attracted the attention of a few specialists, who, up to the present, have preached in the desert.

It must be confessed that those laws which aimed at banishing the clouds of industrial smoke have been stillborn.

Mr. Forest adds:

No city is well kept if the air is dirty. To enable people to breathe properly in cities is one of the first municipal tasks. Lungs which are

vitiating by smoke or harmful gases cannot react usefully against tuberculosis or against such other diseases as are likely to develop when the human machine has not all its means of defence in order. There is no reason why we should make an effort to furnish city dwellers with pure water and should neglect, at the same time, to furnish them with pure air.

This question of smoke-polluted atmosphere has a very important significance for city planners and housing workers. In a city where the atmosphere is not polluted, very much less open space need be left around buildings for the furnishing of light and air. But where a city atmosphere is polluted, as it is in Pittsburgh, Cincinnati, St. Louis, Chicago and New York, a very much larger amount of open space will have to be left unbuilt upon if right conditions of living are to prevail.

It is not without significance that Mayor Walker's Committee on City Plan and Survey in their housing recommendations should have pointed this out, and said that the amount of space that must be left around future buildings will depend to a very large extent upon whether the atmosphere is kept clean or whether it is polluted as it is at present.

So, from every point of view it would seem as if the time had come when something should be done about it.

ENGLAND CONTINUES RENT CONTROL

In a recent issue * we gave the views of an English observer on the operation of the Rent Restriction Act in that country, and pointed out how hard it was for a Government, when once Rent Restriction laws had been enacted, to let go of them. It now appears that England is to continue her Rent Restriction laws at least for another year. In reply to a deputation from the Trades Union Congress General Council that had waited upon the Minister of Health on this matter, a high official of the Ministry stated that it is the policy of the present British Government to extend the Rent Restriction Acts for a further year, and that at the end of that time the position would be reviewed by Parliament.

The continuance of rent restriction, while undesirable, is quite understandable in a country like England where the Government is committed to a policy of subsidized housing, and where it conceives it to be its business to build houses to meet the existing shortage. But even in England, sound observers realize the dangers of indefinite continuance of rent restriction acts.

So long as such laws are continued on the statute books, it will be impossible to expect private enterprise to function freely and effec-

* See "*Housing*," March, 1928, pages 22-24.

tively. The first step in getting rid of Government subsidy in England as in other countries is unquestionably the removal of this unwarranted interference by Government in the affairs of private business.

AN INTRICATE MAZE

RENT CONTROL LAWS

How complicated the rent control laws have become in England is evidenced by a recent decision of the English courts (*Lloyd v. Cook*) in which the question at issue involved the following situation.

A woman who was the holder of a 99-year lease of certain residential property at one time rented out three rooms on the third floor of her house to another person. Later, she obtained possession of these rooms, as is permissible under the English Act, because of wanting them for her own use. It was thought that the entire building automatically became thereby decontrolled, because of the fact that the landlord had come into possession.

Recently she determined to let these three rooms again to another tenant; and the question has arisen whether this new letting of a part of the premises again brings that portion of the house within the Rent Control laws. The case arose because the person who had rented two of the rooms out of the three objected to the terms, and invoked the aid of the courts, claiming that he was under the protection which the rent laws accorded other tenants. The lower court held that the rent laws no longer applied, the house having become decontrolled. Upon appeal, however, to a higher court, that court held that the two rooms which were sub-let had again become subject to the terms of the Rent Acts. An appeal, however, has been taken from this decision to the Court of Appeal and the final ruling of that court is awaited with interest.

It is obvious from this statement of the kind of issues that arise from these artificial interferences with the workings of economic law, how undesirable they are. The Rent Acts have become so complicated and involved, that no one except lawyers who have given special study to the subject really understand or can interpret them.

Notwithstanding these acts controlling rents which have been on the statute books in England since the early part of the War, there has been a general increase of rents throughout that country. The actual increase would seem to be about 51% over the pre-War rents in July, 1914.

Recent inquiries show that 2/5ths of this increase is due to increased taxes and water charges, 2/5ths on account of the landlord's

responsibility for repairs, and the remaining 1/5th because of the higher rate of interest allowed to the holders of the mortgage.

How much better it would be for all interests if these artificial interferences with the normal processes of business could be done away with, and the old conditions restored.

NEW HOMES FOR OLD

AN EXPERIMENT IN MODERNIZING

Out on the point where Manhattan Island stretches farthest to the east you will find Goerck Street—pronounced “Gorick” in the local vernacular. Further north in Manhattan we think of First Avenue, or certainly old Avenue A, as the most easterly north-and-south thoroughfares. On the lower east side, however, we will find Avenues B, C and D beyond that—and again beyond them, we find Lewis and Goerck and Mangin Streets. And in these streets, and the east-and-west thoroughfares crossing them, we find some of the most poorly housed people of the city—people who pay from \$3 to \$5 and \$6 per room per month for miserable quarters in old-law buildings, with wholly inadequate provisions for light and air, with no heat, no baths and scant toilet facilities. The accommodations are for the most part so poor, in fact, that there are many vacant flats. Investigation shows that the former inhabitants have moved in many cases to the Bronx or other outlying parts of the city. And yet, this region has been “home” for many a family through long years, and you will find in many who have left the locality for lack of available decent living quarters, a longing to get back. The feeling that this is home is strong enough in many cases to keep families anchored there who earnestly desire decent accommodations and modern conveniences.

It was with the purpose of finding out what could be done for some of these people—those who want to come back to the region, and those who have refused to leave it—that the City and Suburban Homes Company decided to purchase and renovate some old building, hoping by this means to be able to offer decent up-to-date flats at lower rentals than would be possible if new buildings were erected. It was evident that the old “dumbbell” and “railroad” types of building—the “old law” tenements—because of lack of adequate light and air and fire protection would require too much structural change to make renovation practicable. The cost would defeat the purpose in view. Consequently the company looked for some run-down “new law” building; i. e., one built since 1901 when the tenement house law was enacted, whereunder many of the evils of the “old-law” type of construction

were prohibited. With such a building it was felt that no structural change would be required, although considerable interior rearrangement in order to provide baths would be essential. It was felt that such a "new-law" building when renovated and heated, while coming short of meeting the modern standard for "model" tenements, would still offer decent attractive homes, and at rates within the reach of most.

After some search, the company found and bought two buildings on the east side of Goerck Street occupying the block front between East Houston and East Third Streets. These contained 65 three-, four- and five-room apartments. Hot water was furnished, but no heat. Each flat had its private watercloset, but there were only two bathrooms in both buildings. Combination bath and wash tubs had been installed in many of the kitchens. The buildings, though structurally sound, were in a bad state of repair, and were dirty and ill kept. Only two-thirds of the apartments were occupied, and the tenants were paying on an average of \$5.50 per room per month.

The problem was to put in bathrooms, furnish heat and do all the miscellaneous repairing and repainting that years of slovenly management had necessitated. When it comes to estimating costs, renovation presents a very different problem from new construction—unforeseen and unforeseeable extras are constantly cropping up in the former problem, whereas in the latter careful plans and specifications can be made to cover the completed job. The placing of bathrooms, where none had been provided; the addition of clothes closets, where there had been none; the desirable enlargement of some rooms, all involved extensive changes in the partitioning and resulted in a loss of 50 rooms—from 240 when the building was taken over to 190 when completed. The number of apartments was reduced from 65 to 50.

From the beginning there was great local interest and speculation as to our plans. Many of the tenants expressed a desire to come back to the building when the work of renovation was completed, and many more from the neighboring streets filed applications. One man wrote, "I would like to have three nice rooms at 152 Goerck Street—the house they are ventilating." Since the actual work started last November, the daily progress was watched by the whole neighborhood. One young wife who was particularly anxious to obtain one of the apartments was almost as regularly "on the job" as the superintendent himself. She and her toddling child were familiar figures.

The people in this section of the city are largely Jewish, hailing from Russia, Hungary, Austria, Roumania and Poland. Most of the tenants in 152-156 Goerck Street when we bought the property were

foreign-born, though many have been in the country for twenty years or more, and the majority are citizens. Most had had public school educations in their native country or here, and some had gone to night school. One of the boys was working and saving so as to go to New York University, and another was studying law there. There were among them one Rabbi, several garment and fur workers, two post office employees, the proprietors of delicatessen, grocery and candy stores—and the mechanical trades were represented by a carpenter, a plasterer, a plumber, a painter and a glazier. In many cases employment is not steady, but the total average family wage seemed to range from \$30 to \$75 per week. In budgets usually recommended for wage earners one week's pay is commonly considered a proper amount for one month's rent. On this basis it will be seen that most of these families, when paying \$5.50 per room per month average rental, were under the standard and should be able to afford higher rentals for the renovated flats.

These remodeled buildings were ready for occupancy in March and the flats are for the most part rented. The average rental is \$12 per room per month—somewhat higher than it was hoped it would be possible to offer, but unexpected items of expense made the higher rate necessary. It is still, however, considerably under the rental that would be required in the case of new buildings. Eight or ten of the original tenants have returned to the remodeled building. The few vacancies are almost entirely on the 6th floor, where the increased light and air do not seem to be a sufficient inducement for a climb of five flights. It appears that, according to modern social service ideas, the 6-story walk-up, however popular 25 years ago, is today taboo.

That the experiment is likely to prove successful from the point of view of the people whom it is sought to benefit is already evident.

A writer in the *N. Y. Sun* recently thus described it:

Looking north along Goerck Street from the Williamsburg Bridge, close to the East River, one can see a shining, light colored brick building in great contrast to the dreary old houses around it.

Inside it has a fireproof stairway, light and airy. Its apartments are all freshly painted a cream color, the floors are stained and finished, there are roomy, light kitchens with modern equipment—a gas stove, a convenient cupboard, a sink and laundry tub and drain board and a clothes drier overhead. There is a dumb-waiter for garbage disposal and no laundry lines flaunting themselves in the court, no milk bottles tumbling down the fire escape.

These are the remodeled tenements of the City and Suburban Homes Company that have just been completed at the corner of Houston and Goerck Streets, and are renting at a great pace.

In the south building, where there is more sunlight than you would think one apartment could hold, a five-room apartment on the first two

floors rents for \$14 a week, the third and fourth floors rent for \$13.75 a week, and the top floor for \$13.50 a week. On the north side the rentals run from \$11.50 to \$12.

The neighborhood thinks the house rules are just a little high hat, for it has not been accustomed to having a superintendent send up the dumb-waiter every day for the garbage, or to clear courts and fire escapes, but the families are eager to live in the place. Every once in a while, particularly when preparing for the Saturday feast, the housewives send down their young daughters to ask if they can't keep the chicken outside the window, please.

All the families but one are Yiddish. Some come from the neighborhood, some come from the Bronx, some from Brooklyn and some from New Jersey, because they were born in the neighborhood and they like it, their friends and relatives still live there. They are storekeepers, tailors, government clerks, factory workers of limited income and thrifty habits. Most of them are American citizens or have started to take out their papers.

The fruit and vegetable man opened his shop in the corner of the first floor last week. He was very proud of his inside stalls, his rows of gay oranges and apples and his clean white apron. There was a broad smile on his face, his pockets jingled with coins, business was good.

These remodeled buildings of the City and Suburban Homes Company are a challenge and an experiment to see if remodeling is practicable and further if the community will adjust itself to the higher standard of living which they are planned to make possible. These apartments are the highest priced in the neighborhood, they do not provide for playgrounds, but they do have so many advantages over the houses of the district and this company is well known for the wise management of its other housing projects.

C. H. HOLMES

President, City and Suburban Homes Co., N. Y. C.

DARK ROOMS OUTLAWED IN PORTLAND

An interesting decision was handed down by the Supreme Court of Oregon some months ago involving the validity of that part of Portland's Housing Code which prohibited the occupancy of interior, unventilated rooms in existing dwellings.

The case turned upon a requirement of the Portland Code—based largely on the Veiller Model Housing Law—which prohibited the occupancy for living purposes of a room in a dwelling erected prior to the passage of the act, unless it had a window of an area or not less than 8 square feet and opened directly upon the street or upon a rear yard not less than 10 feet deep, or above the roof of an adjoining building, or upon a court or side yard not less than 25 feet square *and open to the sky without roof or skylight*.

The building involved in this litigation (*Daniels v. City of Portland*, 265 Pac. 790) was a 5-story hotel building, located in a factory district and covering a quarter of a block. The lower floor was used

partly as an entrance and lobby to the hotel, and partly as a restaurant and for other business purposes. The 4 upper stories were devoted to hotel rooms.

From the description given in the statement of this case in the decision it would seem as if the building had been one of those old fashioned buildings built originally as a factory or for commercial purposes that are to be found in the Main Street districts of many cities throughout the country, and was subsequently turned into a hotel without much regard to architectural or health considerations.

It appears that practically all the rooms in the hotel were located opening on an interior light well or court, there being some 46 of such rooms used as sleeping rooms, and of these 10 had been converted into housekeeping rooms by the installation of gas plates and in them the occupants cooked, lived and slept in the same room. The light-well was sufficient in size to bring the building outside the ban of the law; for, it was a generous court 26 feet in one dimension by nearly 32 feet in the other, but it was what is known as a plaster shaft, in other words an interior court covered with plaster and not open to the outer air, but covered at the top with skylight.

It was this latter feature which made the building unlawful. All students of housing will be interested in reading the text of this decision for its eminent sanity and the sound recognition on the part of the court of the fundamental principles involved in housing legislation.

Among the quotable statements found in the Court's opinion may be mentioned the following:

You cannot put a straight-jacket on justice, any more than you can put a straight-jacket on business.

Here the Court is quoting from Cooley's Constitutional Limitations.

On the plea that the law was unconstitutional and worked a great hardship because it diminished the value of the property, the Court had the following interesting comment to make:

In the light of modern legislation, the right of lawmaking bodies, in the exercise of the police power to regulate, or, in proper cases, to prohibit, the conduct or carrying on of a given business, is not limited by the fact that the value of the investment in the business prior to the legislation outlawing such business will be greatly diminished.

That the Court rightly observed the boundaries between the functions of the legislative and judicial departments of Government is evidenced by their very wise remark to the effect that: "The reasonable-

ness of a given ordinance is pre-eminently and primarily a question for legislative judgment, and, in a doubtful case, the judicial authority must defer to the legislative wisdom."

An attempt was made to upset the ordinance on the ground that it was retrospective, but the Court did not sustain this contention for a moment. On this point the Court said:

We cannot follow the plaintiff. The act in question cannot be properly classed as retrospective. It affects no act or fact or right accruing before its enactment. It neither destroys or impairs any vested rights acquired under existing law. A careful reading of the ordinance discloses that it is solely prospective.

As the Court very properly points out, the fact that the local authorities in Portland had granted a building permit for the construction of this hotel, in no way affected the right of the City under its police powers to adopt and apply to this same hotel regulative measures looking to the public health.

We congratulate the City of Portland on having its Housing Code thus so strongly sustained by the Supreme Court of Oregon.

Thus buttressed by the decision of the State's highest court, the City of Portland should now get rid of its so-called "Advisory Board" which has made a mockery and farce of the Portland Housing Law for many years. By so doing that city will place itself in line with other progressive communities in the United States as being a city that has more concern for the welfare and health of its inhabitants than for the profit of a few private individuals.

HOW THE NEGRO LIVES IN CINCINNATI

A study of a number of blocks in Cincinnati's most congested Negro district has recently been completed by the Better Housing League of Cincinnati and Hamilton County. This survey reveals that, despite marked improvement in recent years, the situation is far from satisfactory.

The district covered is a mixed business, industrial and residential district. About one-half the population is colored. There were 1826 houses included in the study in which 4069 families were found residing. All of the houses studied were occupied by negroes. The 147 rooming houses do not include those houses where they take in one or two roomers, but only houses run as a regular rooming house business. The 443 two-family houses, as a rule, are houses with a store on the first floor and one family each on the second and third floors. Of the 1826 houses, 1018 or 56% are tenement houses.

The 77 instances of more than one family living in one apartment indicates a deplorable condition—far worse than the room overcrowding of one family.

Two-room flats are most common; there were 1694 of these out of a total of 4024 or 42%. There are 1247 three-room flats. There is no doubt the greatest demand is for two-room flats—a very low standard of living for families with children, and fraught with social peril.

The 240 dilapidated houses represent 13% of the total number. They were judged to be dilapidated according to generally accepted housing standards, which means there was a general state of disrepair.

Most of the fire hazards discovered were due to the carelessness of the tenant, but 20% were due to inadequate egress and some were due to improper gas fixtures.

The water supply is fairly well provided for, when 1536 out of 1842 fixtures or 83% were found inside the apartments. Since the survey was made, many of the yard hydrants that were found have been removed and sinks installed inside the houses. In the very old houses the number of sinks is still inadequate, as shown by the fact that in 218 cases anywhere from 2 to 9 families are compelled to use one sink.

There are still 1042 houses, or 56% of all, with yard toilets; but, fortunately, in 820 houses the yard toilets are of the anti-freeze type which is connected with the sewer. The catch basin and privy vault type were found for the most part on unsewered streets. The number of toilets in bad condition was 469 and this fact should be emphasized as a very serious matter.

In 796 instances there were from 3 to 13 families using one toilet. This was not always due to inadequate provision, but sometimes due to the fact that some of the toilets were in such bad condition they were unusable, so the families had to share with other families.

There were 121 dark rooms and 120 dark halls. The list of defects shows an extensive lack of repair work. The lack of conveniences is very marked, found for the most part in the tenement houses.

The Housing Bureau has issued orders on 458 houses and is systematically following them up.

BLEECKER MARQUETTE
Cincinnati

THE WORM TURNS

A SLUM LANDLORD STRIKES BACK

Last January, Wm. P. Devou, owner of a large number of tenement properties in Cincinnati, sued the individual members of the

Board of Directors and the Executive Secretary of the Cincinnati Better Housing League for \$50,000, alleging that it was guilty of libel in statements it had made with regard to his properties and that they had damaged him by urging tenants to move out of his buildings.

The Better Housing League has not taken the suit seriously, believing with its counsel, Alfred Bettman, that the purpose of the suit was to scare off the Better Housing League, which has been an important instrumentality in getting the public authorities to compel Mr. Devou to comply with the law.

Following an injunction suit against the Building Department last November—which was decided against Mr. Devou—he entered into formal agreement with the city officials under which he agreed to repair all of his 170 properties involved in the suit in accordance with a prepared schedule.

Six months later it was found that he had failed to comply with the terms of this agreement. The properties had not been repaired in accordance with the orders issued, and the slight work that had been done was not satisfactory. Following that, another agreement was entered into; this also he did not comply with. Therefore, the Better Housing League continued to urge the city authorities to enforce the law. It was this action that occasioned the bringing of the \$50,000 suit for damages.

Recently, the city officials have formulated a plan to bring about his arrest once a week on each property on which he fails to comply with the city's orders. This procedure was begun on February 8 when Mr. Devou was arrested for failing to comply with 12 orders on one of his very bad tenement properties. After the evidence had been ably presented by the Assistant City Solicitor and representatives of the Housing Bureau, Mr. Devou pleaded guilty on all charges. He was, thereupon, severely reprimanded by the Judge of the Municipal Court before whom the case was tried, fined \$300 on each count or a total of \$3600, and warned that if he didn't carry out the orders as prescribed by the Housing Bureau he might expect no leniency from the court.

About a week later, he was again arrested, he pleaded guilty and was fined \$3800 more, and again instructed by the court to carry out the orders of the Housing Bureau.

This method seems to be proving effective. The Housing Bureau which has kept closely in touch with the situation reports that Mr. Devou is now complying with the orders of the Department more effectively than at any time in the past, and that the quality of workmanship is distinctly improved. As a result, the Housing Bureau has

wisely refrained from further arrests and will probably continue to do so, as long as Mr. Devou continues to obey the law.

BLEECKER MARQUETTE
Cincinnati Better Housing League

RENTS AND REPAIRS IN PHILADELPHIA

The equipment and upkeep of workmen's homes in the industrial areas of Philadelphia stand in need of great improvement, according to the annual survey of industrial rents recently completed by the Philadelphia Housing Association. Notwithstanding the fact that Philadelphia's new houses of today have complete equipment, yet in the industrial areas recently surveyed by the Association, only one-third of the houses have furnaces; all others depend solely on stoves for heating the premises. Only one-half the houses have bath tubs, and 58% have no toilet facilities in the house. 94% have an indoor water supply, but in 9% oil lamps are the only means of artificial lighting, and in an additional 6% oil lamps are used on the upper floors, with gas or electricity on the first floor.

The Association's rent survey was made at the close of the year, when trained investigators visited 3369 properties in 8 industrial areas of the city—Northeast, Northwest, Southeast, Southwest, Kensington, Port Richmond, West Philadelphia, and Germantown. Three hundred and eighty-two (382) of these houses were found vacant; 177 were owned by the occupants, and the remainder had been converted or demolished. Comprehensive data were secured from 2777 one-family dwellings; 1695 or 3 out of every 5 houses needed repairs during the year. Owners however realized the necessity to make repairs; for, of the 1417 houses repaired, 93% were cared for by owners, and only 278 were still subject to complaints of insanitation and structural defects at the close of the year.

This high percentage of repairs paid for by the owners combined with the fact that rents were 5% lower during 1928 than in the preceding year, provides a situation which has not prevailed to so marked a degree in any other year during the past decade. Owners are realizing the necessity of effecting reductions in rent and of catering to their tenants in order to attract and hold them. Each of the industrial areas of the city showed a decrease in gross rents at the close of 1928, although they still remain 111% higher than the 1914-rates. These decreases varied from 8% in West Philadelphia to 2% in Germantown and Port Richmond. The other sections were Northeast, 6%; Northwest, 5.5%; Kensington and Southeast, 5%; and Southwest, 3%.

Moreover, one-third of the dwellings had their rents lowered; 60% had no change, and rates were increased on 6%. There are many individual instances of rental reductions of from 20% to 25% and cases of 10% reduction are numerous.

The owner of a group of houses in the Kensington district had them papered and painted, wired for electricity, the cellars cemented, bath tubs and inside toilets installed, and all rents were lowered by amounts varying between 8% and 12%.

The imperative necessity for landlords to cater to the legitimate demands of tenants in order to hold them is further shown in the extraordinary number of families who moved during the year. This figure amounts to 42% of the total and is the greatest mobility rate noted in the Association's surveys for the past 10 years.

While the tendency to reduce rents is common to all sections of the city, it is the properties with the highest rents that are receiving the greatest cuts. The Association's analysis actually shows that the lowest renting properties average an *increase* for the yearly period. Thus, the houses renting for \$10 and under show an *increase* of 5.39%, the houses between \$10 and \$20 an *increase* of .049%, and from this point the properties average a decrease, which in each range becomes increasingly greater, as shown by the table.

Less than \$10.....	5.39% increase
\$10—\$20049% increase
\$20—\$30	3.04% decrease
\$30—\$35	4.85% decrease
\$35—\$40	7.03% decrease
\$40—\$49	7.65% decrease
\$50 and over.....	9.10% decrease

The negro tenants in all sections of the city received greater reduction in rents than the white renters. The average decrease for the city is 5%, while the white rents are 4.4% lower and the negroes 5.9% lower. The following sections show conspicuous differences:

Northwest	White—decrease—4 %	Negro—decrease—7%
Southeast	White—decrease—3.50%	“ “ 7%
Northeast	White—decrease—2.8 %	“ “ 9%

BERNARD J. NEWMAN
Philadelphia

OLD BUILDINGS COMING DOWN

IN PHILADELPHIA

Decided benefits have accrued to Philadelphia through the building replacement programme of the past few years. Not only have old business structures given way to new modern buildings, not only has

dilapidated and insanitary housing been razed in making way for public improvements, but certain old areas have been intelligently replanned with great advantage to the city.

The demolition survey recently completed by the Philadelphia Housing Association shows that 610 buildings were torn down during the past year—72% or 439 being housing structures, and 28% or 171 of a non-residential character. Of this entire demolition 70% took place in the old city area lying south of Lehigh Avenue between the two rivers. The housing accommodations razed number 322 dwellings, 44 stores and dwellings, 33 tenements, 38 rooming and lodging houses and 2 hotels, and this destruction caused the displacement of over 4200 persons. The other structures demolished include garages, stables, manufacturing plants, schools, and buildings devoted to commercial uses.

While the greater percentage of this destruction was of residential buildings, the field survey shows that only 39 or 6% of the sites were cleared for new housing accommodations. The following new use for the remaining sites was revealed:

Commercial	349 or 57.2%
Manufacturing	23 or 3.7%
Public improvements and School.....	55 or 8.9%
Miscellaneous	144 or 24. %

The Association would be inclined to lament the fact that the small dwelling replacement depletes the present supply of wage-earners' dwellings, were it not for the fact that local commercial builders are now supplying small low-cost houses in the newer areas of the city at selling prices and rentals within the economic reach of many of the displaced families.

Moreover, the destruction of many of these dwellings represents a gain to better housing; for, about 60% were in poor or very poor structural condition and about 5% were of frame construction.

In most cases, it was plans for new public improvements that caused the demolition of poor housing, and the clearance of areas improperly planned in by-gone years. Even further gains from these demolitions would be possible if a City Plan were now in effect for changing street lay-outs and street widths in these old sections.

The Mayor of Philadelphia proposes to appoint a Planning Commission. That there are great possibilities before such a body in the replanning of areas where demolitions have taken place can be seen in the massing of demolition figures for the past 6 years. During this period of time, 4720 structures have been torn down, and on their sites either the city has made permanent improvements, or private owners have erected modern buildings. This demolition which caused

the eviction of 31,500 persons involved the destruction of 3681 housing structures, over 40% of which were in poor or bad condition. Thus, a sizable slum area is cleared by the normal changes in a city and without the costly expenditures which usually attend a slum clearance programme.

BERNARD J. NEWMAN
Philadelphia

TEACHING THE TEACHERS ABOUT HOUSING

Senior students in sociology at the Philadelphia Normal School, with the aid of the Philadelphia Housing Association, are learning "how the other half lives."

They are viewing housing conditions in the poorer sections of Philadelphia, as concrete illustrations of living conditions that affect certain social problems which they will have to face. Houses, old and in bad repair, inadequately small and insanitary, poor in light and air, hemmed in by stores, factories, warehouses and railroad developments, are concrete illustrations of contributing factors to many of the child's social difficulties.

The Philadelphia Normal School secured the interest and assistance of the Philadelphia Housing Association over a year ago in this plan which involves taking the entire Senior Class of each term for a housing trip. Twice a year, in the spring and in the fall, three days are devoted to these excursions by the Association, and a dozen different areas are visited. The students, numbering about 100, are divided into 12 groups, and on each of the three days, 4 different groups are taken "sightseeing". Each small group visits a different neighborhood, and when the major group meets for discussion after all have inspected some section of the city, the students pool their impressions and experiences. A talk on good and bad housing precedes the trips.

Aside from the main purpose of acquainting those soon to be school teachers with living conditions that will affect social problems, decided benefits accrue to the students themselves. The full results of the trips are not immediately noticeable, but the reaction to the examples of poor housing conditions on the students, as persons with homes of their own, takes the form of a desire for good homes which, as teachers, they will be able to pass on.

The trips are conducted by Philadelphia Housing Association workers and volunteer guides recruited from the Allied Churchwomen's Housing Committee, workers from other housing organizations and members of the faculty of the sociology department at the Normal School.

Besides this assistance given to the schools, the Association also maintains a traveling housing exhibit for the exclusive use of the public schools. The material visits a different school each week and a representative of the Association conducts class-room discussion on housing topics. Since this plan was adopted 6 years ago the exhibit has made 155 visits to 111 different schools where 232 talks have been given to the children.

This is a part of the educational programme of the Association, which includes lectures before settlement groups, church groups, club women and business and improvement associations. In the 20 years of the Association's work over 1500 lectures have been given, which, in the past decade, have reached over 100,000 persons.

BERNARD J. NEWMAN
Philadelphia

FIRST AID TO HOUSING FROM PHILADELPHIA CITIZENS

During the past year 6893 insanitary and unsafe conditions were corrected through the efforts of the Philadelphia Housing Association. As a consequence of this one line of activity, the living conditions of over 3500 families were improved, and approximately 20,000 persons benefited. This necessitated 21,156 inspections of properties on the part of the Association and involved 9221 complaints and recomplaints, additional to those handled directly by the Association with owners and tenants. Correction of conditions complained of was secured in 82% of the 8413 complaints made. The number of corrected conditions which the Association has secured during the past 20 years exceeds 135,000.

The largest number of violations handled by City Departments were referred to the Division of Housing and Sanitation of the Department of Public Health. Of the 5088 referred to this Department, 4014 or 79% were corrected at the close of the year; 1342 or 82% of the 1642 complaints referred to the Department of Public Works were corrected, and the Department of Public Safety forced compliance on 563, or 74%, of the 759 violations which were turned over to them by the Association.

More than one-half of the new violations, 3957, handled during the year related to plumbing, drainage, and paving. Others include:—

Unsafe and defective structures.....	355
Leaky Roofs and leaky walls.....	580
Overcrowded rooms, basement sleeping, windowless rooms.....	92
Privy Vaults	314
Inadequate water supply and insufficient number of toilets.....	526
Filth in rooms, yard, cellar, alley and streets.....	205
No license displayed in tenements and rooming houses.....	448
Miscellaneous	526

Many of these conditions were brought to the attention of the Association by workers of 53 social and health organizations who believed the existing conditions placed a handicap on the welfare of the families with whom they were working.

These organizations reported 433 cases of sickness which it was believed were either caused or aggravated by the bad housing conditions which the Association was requested to correct.

The responsibility for the correction of at least 10% of the defects rests upon the tenants themselves, while the owners are held accountable for the remaining 90%. In many of the latter cases, although the law holds the owner responsible for corrections, the bad condition was caused by the ignorance or carelessness of tenants.

In a great many cases, if tenants had made minor repairs themselves, there would have been no need for the costly corrections which were later forced upon the owners. The number of these cases found each year is so large that the Association feels that the Department of Public Health would be warranted in employing trained women inspectors to carry on educational inspection work among tenants. A few years of this service would soon train a large body of tenants to a standard of hygienic occupancy which would be beneficial alike to themselves and to the community at large.

The need for work of this kind is further illustrated by cases of room-overcrowding that the Association discovers. A mother and 9 children were found living in a basement, and the entire family slept in one room. In another house, a father, mother and their 6 children slept in one room which supplied only one-half of the cubic air space the law requires. There was another case where a father and 2 children slept in the bath room; and still another instance, where 7 children were found sleeping in one attic room of a frame shack.

Instructive inspection given by Philadelphia Housing Association workers in many such cases has led to a correction of the conditions, often by readjusting the use of different rooms, and frequently by moving the family to houses or apartments large enough to meet their needs—and often at rentals no higher than were formerly paid.

BERNARD J. NEWMAN
Philadelphia

“THE NEW DAY IN HOUSING”*

All the books on housing which have ever been issued in the United States—not pamphlets, nor surveys, nor official reports, but honest-to-

* *The New Day in Housing.* By Louis H. Pink, 208 pp. illustrated, 1928, John Day Company, \$3.50 net.

goodness cloth bound books—could be counted on the fingers. The appearance of a new one, therefore, is in itself a thing to be hailed. Mr. Pink's book has, moreover, other claims to our gratitude. It brings together a large amount of information, mostly of very recent date, much of it not otherwise available, about housing matters in Europe and the United States, especially New York City.

With all the wealth and power and vigor of the United States, we are woefully behind in providing decent, sanitary, cheerful, livable dwellings for those who toil. The countries of Europe, painfully and slowly rising from the chaos and economic discouragement of the World War, are leading the way, giving the challenge, accomplishing vastly, while we falter and fail to catch the great vision or clearly see the way.

This paragraph perhaps epitomizes as clearly as any the message of the book, whose concluding words are: "The challenge must be met. The slum must be driven from its intrenchments. The task seems huge only because we have never intelligently or even seriously grappled with it. Public interest is required, money is required. When these are provided, the death knell of a national curse, almost as black as that of slavery, will have sounded."

Illustrative material is gathered from London, Brussels, Amsterdam, Cologne, Frankfort and Vienna, from the Garden Cities, and in a minor way from Chicago, Cincinnati and Philadelphia, but it all focuses on New York City and its problems. The second half of the book is devoted to post-war developments, chiefly those of the last five years, in New York—by the Metropolitan Life Insurance Company, the City Housing Corporation, John D. Rockefeller, Jr., and the Labor co-operatives, especially the United Workers and the Amalgamated Clothing Workers. The Lavanburg Foundation houses are rather infelicitously entitled "Charity Tenements". Do we consider our endowed colleges "charity schools" because they are not run for profit? The Heckscher plan is discussed and the auxiliary usefulness of excess condemnation recognized. But the author, who is a member of the New York State Board of Housing, is naturally most hopeful when describing the activities, present and future, of that body and the State Housing law under which it functions. Mr. Pink's own part in organizing the Brooklyn Garden Apartments as a demonstration under the Housing Board is not touched on except in the publishers' foreword.

In such a mass of facts and figures, it is inevitable that there should be some inaccuracies. The surprising thing is that there are so few. The most serious error is not in Mr. Pink's text at all, but in Governor Smith's introduction, which refers to limited-dividend housing compa-

nies as if they were a recent New York invention. One might criticize the book for its lack of an organic plan. The reason for the sequence of chapters is often far from clear. One might question the good taste of some of the personalities introduced, presumably to add to the human interest. One might ask for some indication of sources from which information was drawn, for a bibliography, or even an index. But why cavil? Mr. Pink has produced a book whose merits greatly outweigh its defects, a book which no one interested in housing can afford not to read, although many who read it will dissent violently from some of the author's conclusions.

EDITH ELMER WOOD
Cape May Court House, N. J.

“THE SLUM PROBLEM”*

As a call to arms this book is an inspiration; but as evaluation of state-aid to housing it leaves the reader much puzzled.

Mr. Townroe describes the horrors of the slums of England and Scotland in terms sufficiently definite to spur even British self-complacency to action; and perhaps he will also have helped to arouse our superior United States brand of self-complacency by his chapter on “American Slums”. For in this no less an authority than Lawrence Veiller is credited with the statement that “the United States, though it has the worst slums in the world, has done next to nothing in the direction of slum clearance”.

But the important question is not that of American or British slum supremacy; the problem to which citizens of both countries must give increasing thought is how to abolish present slums and prevent new ones. Here Mr. Townroe appears to be struggling with the two horns of a dilemma. On the one hand, he deplores “the very big price” now being paid “in the form of disease, degenerate morals and communistic ideas” of the many thousands condemned to exist in the slums. But on the other hand, he would warn his American readers away from the “treacherous path of press stunts and subsidies that the British found some years ago led to increased cost of building and consequently intensified the magnitude of the problem”.

This warning, however, does not prevent Mr. Townroe from calling attention in another chapter to the fact that “no other country in the world in proportion to the size” can point, as can England and Wales, to over 1,200,000 new houses built since the Armistice.

* *The Slum Problem*, by B. S. Townroe, M. A., Hon. A. R. I. B. A. With Introduction by Sir J. Walker Smith, M. Inst. C. E., F. S. I. (formerly Director of Housing of the Ministry of Health). Longmans, Green and Co., London, Toronto, New York, 1928. 220 pp. 6s. net.

Here and elsewhere in the book, the author inveighs against subsidies; but it is interesting to know that he does not oppose "state aid in the shape of loans given on purely business lines", and he cites with evident approval outright gifts of private funds for the building of low-cost houses.

Among the constructive suggestions for America to glean from "The Slum Problem" are the following:

That those who now live in slum areas must be trained and helped to help themselves;

That Garden Cities and satellite towns offer one solution of the growing congestion in our large cities;

That there is an intimate connection between housing and transport;

That public health departments can do much to encourage the repair and reconditioning of insanitary houses;

That local authorities should have the power to condemn or purchase insanitary property;

That large-scale limited-dividend housing enterprises, with efficient management in construction and upkeep, can offer rents low enough to compete with small-scale philanthropic developments;

That the value of town planning as a means of remedying slum conditions is too little recognized;

And that business men who command confidence are needed more on town planning committees, so that the plans recommended may be accepted as sound and not merely as fads.

On these and other subjects Mr. Townroe's book is well worth the careful reading of all who, in any part of the world, are aroused to—or need to be aroused to—the magnitude and difficulty of the slum problem.

HAROLD S. BUTTENHEIM
New York

WHAT IS A FAMILY? A ROOM? A DWELLING?

METHODS OF COMPILING HOUSING STATISTICS.*

Anyone interested in housing problems finds himself obliged first or last to have recourse to housing statistics, but only too often to retire baffled, finding that the statistics either do not give the facts he wants, or do give a lot of facts he doesn't want, or (practically always) give facts that he cannot compare with any other set of facts available

The recent report of the International Labour Office of the League of Nations on Methods of Compiling Housing Statistics will be welcomed then as a step toward showing how to provide statistics that

* *International Labor Office, Studies and Reports, Series N (Statistics) No. 13, P. S. King and Son, London, 1928. 120 pp. Price 45 cents postpaid.*

shall be both significant and comparable. The Report, based upon a study of actual methods followed in preparing housing statistics, discusses the fundamental problems involved, and makes suggestions for their solution.

It is recognized in the study that different interests, and different localities call for a different development of statistics; what is significant in one place may have little significance in another. At the same time, perhaps some common fundamental basis may be found for the collection of housing facts, their definition and classification, so that broader and more accurate comparisons may be made between localities.

The report covers not only the types of housing inquiry most familiar to us—those concerned with the structure and use of buildings—but also statistics of the housing market—rentals, vacancies and variations of housing supply.

Under these divisions the discussion is mainly concerned with the fundamental questions—what to count, and how to classify what we count. What are the most generally significant basic units of housing statistics? the building, the dwelling, the room, the occupant, the household, the family? What is a building, a dwelling, a room? Examples are given from the material studied showing that each one of these suggested units offers a problem. A “dwelling” for example. Let us say it is the home of a “household”. Then what is a “household”? Is it a family group? Is it a group living independently of others? What is a “family”? What is “living independently”? And is the “dwelling” one that is actually inhabited by a “household”, or one that is intended to be so inhabited? The two definitions would not cover just the same group. Again, what is a “room”? Is a kitchen a room; a hall, an alcove, a storeroom, a pantry?

This report should be of great value in calling attention to these problems and to the pitfalls underlying what seem to be the simplest attempts toward counting something significant.

It would have more value however, if it had covered a greater amount of American material. The report deals only with urban statistics and with these mainly as presented in national as distinguished from municipal statistics. This has resulted in restricting the study for the United States to the Federal Census, which is notoriously scanty in housing material, and to a few quite ancient housing studies of particular localities made by the Department of Labor.

To parallel the European study, state statistics should have been included since a “state” with us is the fair equivalent of a “nation” for Europe, both in size and organization, so far as the housing problem is concerned. And the statistics of certain important American

cities should have been included, because of significant developments of method, notably the methods worked out by the Tenement House Department of the City of New York, on the establishment of that Department under the Tenement House Law of 1901, an epoch-making departure in housing legislation.

Considering the extent and importance of the housing problem in this country, the variety of conditions, their difference from those of Europe, it would seem that a similar study might profitably be made of conditions in the United States.

KATE HOLLADAY CLAGHORN
New York

THE GROWTH OF CITIES

“City Growth Essentials,”* by Stanley McMichael and Robert F. Bingham, is essentially a description of the modern city, based on wide and minute observations. The book is primarily a collection of descriptive facts illustrated with dozens of interesting pictures.

The first ten chapters deal with what the authors call “Cities—Their Origin and Growth.” After a brief description of the function of cities and the comparison of ancient and modern cities, the book proceeds with locations and types of cities and develops the subject of urban growth by pointing out the influences affecting areal expansion and the utilization of urban land. This section of the book closes with a discussion of streets and highways and public transport as factors in city growth.

Section II deals with “Cities—Their Real Estate Values.” The section opens with a discussion of the basis of land values, evidences of real estate value and a chapter on “other factors” influencing values. The next three chapters are devoted to the subjects of business district valuations, real estate used for industrial purposes and factors of value in residential properties. The concluding section of the book deals with “Modern Tendencies in Cities.” The principal topics treated in this section include subjects like suburbanization, neighborhood shopping centers, chain stores, shifting business districts, zoning and social control of land use, and the book closes with two chapters entitled “The City and Its Citizens” and “The City of the Future—a Vision.”

The book will disappoint readers who are looking for principles for their guidance in the planning and building of cities. The book, to be sure, is full of generalizations, but these for the most part are not conclusions based upon carefully marshalled evidence, but are rather

* *City Growth Essentials.* By Stanley McMichael and Robert F. Bingham. Stanley McMichael Publishing Organization, Cleveland. 430 pp. \$5.

gratuitously thrown in and taken for granted. Consequently, the book has in places more the atmosphere of a smoking-room conversation than a scientific treatise.

The book would, therefore, classify better under the library catalogue heading of books on travel than in the section dealing with the fundamental principles of urban land economics. To the latter subject the book contributes nothing that is new, with the possible exception of popularization.

A. J. M.

STREET TRAFFIC PROBLEMS*

This 166-page progress report gives a summary of data collected during the first year's activities of the Committee on Street Traffic Economics, which has adopted a programme covering practically all economic aspects of street traffic problems.

About half the report is made up of diagrams and charts showing the type and form of presentation of survey data that might be collected. Each illustration is accompanied by a brief description and analysis. In the variety of material presented these charts are probably the most complete yet published, particularly those relating to pedestrian traffic, which has not been covered in any detail in most traffic surveys. A short section of the first part of this report refers to land values and includes some novel comparisons between land value and building use.

Almost all of the diagrams are based on studies made in the city of Chicago, but, inasmuch as they are presented only as illustrating the methods of analyzing material, this limitation is not a serious one. In the few cases where comparisons are drawn between conditions in different cities it adds considerably to the interest for the average reader.

If this committee can help to bring about a standardization of the methods of taking and analyzing counts of vehicles and pedestrians, this in itself will be a considerable accomplishment. There is now a serious danger of drawing false conclusions from counts not directly comparable because they do not conform to a fixed standard. The report points out, for pedestrian traffic particularly, "the need for great care in using or collecting information for the purpose in mind".

The second half of the report is in the form of an appendix, consisting of quotations from outstanding reports by other agencies and individuals upon the following three economic questions: (1) The reason for concentration in cities and their central areas; (2) the purpose

* *Report of the Committee on Street Traffic Economics, American Electric Railway Association, 292 Madison Ave., N. Y. C., 1928. 166 pp.*

of streets as public thoroughfares; and (3) the legal history of the rights to use streets. The reader will find therein a compendium of the most recent conclusions reached by those who have been active in dealing with such problems.

The committee has set itself a huge task. If it can carry this out with the thoroughness and completeness indicated by its programme and this first progress report, it will have been well worth while.

HAROLD M. LEWIS
New York City

“PLANNING INFORMATION UP-TO-DATE”*

Every city plan official, every student of housing, every library and every practitioner of city planning will be greatly helped by this comprehensive up-to-date Handbook of information, compiled by Mrs. Hubbard, the former librarian of the School of Landscape Architecture at Harvard University and Miss McNamara, the present librarian of that School. This little book, which has recently been issued, is intended as a supplement to Mrs. Hubbard's Manual of Information on City Planning and Zoning, published in 1923, bringing that Manual up to date.

The Supplement contains 10 recent references on the subject for a city planning library; a list of organizations active in promoting city planning in the United States, grouped as national, state and regional; a selected list of periodicals devoting space to planning and zoning; a record of city planning progress in the United States in the 5 year-period under review; a short list of typical American plan reports issued in that period; and a discussion of City Planning abroad, with a bibliography and a supplementary subject index, as well as a very complete author index.

THE LOS ANGELES REGION †

It goes, almost without saying, that in preparing a Regional Plan Report a Commission should attempt to make its work appeal to the public through readableness and through pictorial interest. Technical matter of interest to experts should be given adequate space for presentation in such reports. A report which appeals only to popular interest, however, and neglects the technical side is, perhaps, as objection-

* “*Planning Information Up-to-date*”, by Theodora Kimball Hubbard and Katherine McNamara, Harvard University Press, Cambridge, 1928. 83 pp. \$2 postpaid.

† *Report of the Planning Commission of the City of Los Angeles.*

able as a report which deals wholly with scientific information and neglects the interest of the man in the street.

The January Report of the Regional Planning Commission of the City of Los Angeles is unusual in the success with which it makes this double appeal. It contains much interesting technical material, and the popular treatment of many of the topics is exceedingly well done. Although the report is brief, it is to the point. It is, doubtless, a forerunner of succeeding reports in which the region about Los Angeles will be discussed in further detail and at much greater length.

ARTHUR A. SHURTLEFF
Boston

REGIONAL PLANNING IN BIRMINGHAM

THE 1927 EXHIBITION AND CONFERENCE*

Birmingham is a logical place to hold a conference on regional planning because, in one sense, it may be claimed to be the birthplace of regional planning in England. Before regional planning was much talked about in England, the writer attended a meeting of an association of municipal authorities in the English Midlands. It was held in Birmingham and comprised a group of Authorities forming what is known as the "Black Country". This was in 1906 and 1907. The meeting was held to discuss a suggestion to build an arterial highway for about twelve miles through the district, connecting the two principal cities and comprising a number of urban and rural districts. Twenty years ago there was very little enthusiasm on the subject of regional planning or for putting money into main arterial roads. Now both movements are popular and the highway has been constructed.

The formation of the Midland Joint Town Planning Advisory Council in 1923 showed that progress had been made in the development of the idea of regional planning. Credit for this must be largely given to the early work of George H. Sankey, a manufacturer in the Region, during the days when regional planning was practically unknown, and later to the able and energetic leadership of H. H. Humphries, City Engineer and Surveyor of Birmingham.

From June 20-24, 1927, a Regional Planning Exhibition and Conference was held at Birmingham under the auspices of the Midland Joint Town Planning Advisory Council.

It was in the environs of Birmingham that the late Sir Ebenezer Howard received the first real encouragement, when he announced his

* *Regional Planning Exhibition and Conference, Birmingham, England, June 20-24th, 1927. Report of Proceedings.*

project to build a Garden City. In 1901 a conference was held in the garden village of Bourneville which enabled those who were skeptical of Howard's dream to see its possibilities, as a result of the practical work carried out by George Cadbury.

It was in Birmingham also that the late Joseph Chamberlain made his reputation as a municipal statesman, before he became a national figure. The great reconstruction scheme which he carried out in the center of Birmingham was an early example of city planning. The Chamberlain tradition of combining national and local statesmanship is maintained by his sons. The writer remembers holding a public hearing on one of the Birmingham Town Planning Schemes, when his son Neville Chamberlain was chairman of the Town Planning Committee. At the Conference in June, 1927, Neville Chamberlain, now Minister of Health of England, opened the Conference and delivered a stimulating address on the need of town planning.

Mr. Chamberlain's address and the papers presented at the Conference have been printed in a Report that is well worth perusal as a whole. Notwithstanding that the papers relate to different phases of the subject, the Report gives an excellent and connected summary of regional planning. George L. Pepler, Chief Town Planning Inspector of the Ministry of Health, deals with the objects and advantages of regional planning. Other papers relate to the planning of the New York Region, the purposes of town and regional planning in Birmingham and Manchester, the place of the preliminary survey in the regional plan, regional planning in the Ruhr, and regional planning in relation to Garden Cities. There are also descriptions of the town planning schemes of Stratford-on-Avon and Coventry. It is impossible even to briefly summarize the valuable descriptive material and suggestions made in the various addresses and papers.

Attention will be drawn only to one striking suggestion made by Mr. Chamberlain in his opening address. He said:

I rather hope that a conference of this kind will not part without giving some serious attention to the possibility of founding new cities, built on a definite plan, limited to a definite size, making use of the experience and the knowledge that we have of the mistakes that have been committed in the cities of the past. I have not any doubt in my mind that the multiplication of what are known as Garden Cities will go a long way towards solving these difficulties and especially those costly problems which every industrial town in this country has to face to-day—the problem of the slums, the problem of how to find housing accommodation for people within a reasonable distance of their work. When one sits down to think how to deal with the overcrowded slums and dwellings of places like London or Birmingham, or Leeds, or Manchester, one is almost in despair. The problem seems to be

almost insoluble and, indeed, the only really satisfactory solution would be if we could take into the country, not only the people, but the work in which they are engaged.

Mr. Chamberlain, as Minister of Health, and with his background of municipal experience, speaks with unquestionable knowledge and understanding of the problems of city growth and housing. His address was given twenty-four years after the founding of the first Garden City. All that could be known against the Garden City idea has been expressed and sometimes exaggerated. Mr. Chamberlain's statement should be judged in the circumstances in which he spoke, as one who did not want to disrupt Birmingham or London, whose great political career depends on his reputation for being practical and to some extent conservative, and who has spent a great part of his life in trying to solve the slum problem.

It is he, the practical man, who says that the problem seems almost insoluble and that the only solution is to take more people and more work into the country, away from the crowded center.

THOMAS ADAMS
New York

A SYNTHETIC CITY

CANBERRA

Most cities, like Topsy, have "just growed". Canberra, the new Federal Capital of Australia, however, is an exception to the rule, and like the City of Washington is an attempt by the Federal Government of a great Commonwealth to erect a model community which shall be the home and centre of the Government of a great country.

Our readers* are familiar with the plans for this world city which were adopted only after a world-wide competition in 1912 in which the winner of the first prize was an American, Walter Burley Griffin of Chicago.

This new Federal Capital of Australia is now rising out of a once barren waste, 209 miles southwest of Sydney and 75 miles from the east coast. A few months ago the new Parliament Buildings were formally dedicated and the opening of the capital itself celebrated by the Duke and Duchess of York on their world tour.

As indicative of the change which has come about in Australia in a few years it may be interesting to note that when the first foundation stones of the new capital were laid with appropriate ceremonies

* See "*Housing Betterment*", February, 1924, p. 116.

in 1913, about 5,000 people gathered by horse and buggy to witness the ceremony, while for the dedication this year it is estimated that 50,000 automobiles brought visitors from all parts of the Commonwealth.

The city is still in the making. The new capital bears little resemblance to a modern city. Approximately one-half of its present population of 6,000 persons consists of temporary laborers, artisans and others engaged in building the city. Building operations are being pushed rapidly, however, and progress is being made as rapidly as is wise.

While the city proper, when completed, will occupy a site of but 12 square miles, the total area of the reservation set aside as the Federal Territory of Canberra approximates 900 square miles. In addition to the city proper there are further reservations amounting to 100,000 acres for parks, boulevards and roads, an arboretum, etc.

At present, Canberra is still in the making. The public works already completed are not all as they will be when the future city is completely built, but they have definite relation to the complete plan to be ultimately carried out.

As to its government, a Commission of 3 persons now controls the Administration and the further construction of the capital.

The present Government buildings are temporary and in a temporary location but some of the important public works are permanently placed.

In all these matters it is stated that farsighted planning has been shown and professional ability of a high order been rendered on the part of an Advisory Committee—appointed by the Australian Parliament in 1920, known as the Federal Capital Advisory Committee, composed of 5 engineers, architects and town planners—which has proved of great service in adopting the original plan to the exigencies of practical situations as they arose, without sacrificing the fundamental purpose of the original plan.

Good roads have been laid for miles around and sewers, lighting and water systems are for the most part ready for use. Many of the main avenues will have park areas through the centre. There are no street cars nor overhead wires within the city limits. Transportation will be provided by busses operated by the authorities.

All food to be consumed in Canberra will be under strict supervision. An expert from New Zealand, who recently reported on a system of municipal control of milk for Melbourne, has been engaged upon a similar investigation at Canberra. An abattoir for the whole of the territory has been located 5 miles from the city. No meat will

be allowed to be used in the territory unless killed at this abattoir, and a rigid tubercular test of all dairy cows will be made.

Attention has also been given to traffic regulation. The motor-traffic ordinances for Canberra, which were put into effect in February, 1928, are said to constitute the most up-to-date code of traffic laws now in force in Australia. Provisions have been made for the issuance of licenses, limiting the age of operators of motorcycles to over 16 years, and that of drivers of motor vehicles to over 17. Drivers of motor busses are required to be 21 years or over.

The Final Report of the Advisory Committee has been filed and the Committee has been discharged and the Report printed. It gives detailed information about the construction and cost of the public works, and about industrial plans, housing and recreational facilities, the civic center, the zoning regulations, the financial and land policies, forestry, etc. An immense amount of detail work has been involved in the accomplishments of the Committee, and the Report gives valuable information as to the investigations made and the reasons for the decisions that were reached in the four year period of active construction.

A LEASEHOLD CITY

Following the example of the English Garden Cities all of the land in Canberra is leasehold property and no land is ever sold. It is not possible in this community to secure a freehold title. All leases are for 99 years. The terms of these leases may not be without interest to our readers:

The annual rent of "a block" shall be for the first 20 years, £5 per centum of the amount bid by the successful bidder, and thereafter £5 per centum of the unimproved value of the block after each reappraisement thereof, as provided for, viz., each 10 years. It will thus be seen that the Commonwealth Bank, having bid £5,600 for its block, will have to pay £280 ground rent each year into the Treasury. . . . In connection with the residential areas, the conditions provide that the minimum cost of the building to be erected on the land shall be £1,000 in South Ainslie, £1,200 in Telopea Park, and £1,500 in Blandfordia. The lessee must commence the erection of the building within one year from the commencement of the lease. . . .

The freehold title to land remains subject to the payment of the annual ground rent and the holder of the title has the right for all time to sell the improvements at the best market price obtainable.

Already, the increase in land values has begun to make itself manifest. According to the Chief Federal Capital Commissioner, J. H. Butters, the rise in land values in and around Canberra is such that already it is inevitable that Canberra will, within 25 years, return

sufficient revenue to pay interest on the whole of the Commonwealth's investment in the capital city.

A GARDEN CITY IN AMERICA

While American town planners and housing experts are watching with keen interest the further development of Welwyn Garden City and Letchworth in England, they perhaps are unaware of the establishment recently of what promises to be an American Garden City, or very close to it, at a place delightfully named "Happy Valley" located in Tennessee in the district between Johnson City and Elizabetb. A complete industrial community is now being developed in this locality, not a city growing by chance but a community deliberately planned and utilizing to the full the natural beauty of the region.

Under the wise guidance of John Nolen and his associates, Happy Valley is beginning to take definite form. Two large manufacturers of rayon have combined in this development and selected the district as the site of their factories because of its natural beauties and nearness to adequate supplies of timber and cotton—commodities necessary to the manufacture of rayon fabric.

Provision has been made for an ultimate population of 100,000 in model homes in rural surroundings adjacent to their work. The development of the region as planned by Mr. Nolen and his associates contemplates a number of small separate communities, each having generous space for park reservations, playgrounds, swimming pools, golf courses and forest reservations. At the present time, work is progressing on 2 of these communities and 6 more are under consideration. A careful selection of colors for painting and stucco work on the houses will be made, with a view to varying the monotony and to afford a pleasing general appearance. Trees are being planted in proper street arrangement and appropriate species will be selected for decorative purposes. All public utility equipment will be installed beneath the street surface before the pavement is laid, and proper connections will be made in order to avoid tearing up the streets when it is desired to install new connections.

A large section of the area of the first community to be built near the industries has been planned for the original 200 houses. The cheapest homes are being built first, there being most urgent need for these. These will be followed by medium-priced homes, when there is a demand for them, and when the project reaches greater maturity.

Fifty-five (55) employees' houses, costing about \$1500 each, are now under construction. These will contain 5 rooms and bath with

provision for heating and will be sold to employees at cost, plus interest on the investment, on an easy payment plan.

The residence districts of the first community will be divided into 3 groups: low-cost houses which will adjoin the industrial district, though far enough away to avoid any unpleasant factory atmosphere; houses ranging from \$2,500 to \$5,000 will be located beyond this first group; and those costing in excess of \$5,000 will be distributed in scenic areas perhaps 2 or 3 miles from the factory.

Picturesque streams form natural breaks between the communities. In places there are rocky bluffs resembling the Palisades along the Hudson River. The reservations made along the streams vary with the topography. Typical Tennessee forests will be reserved in the woodlands for picnics, hikes and general purposes. Old trails will be combined as part of the park system, and in developing the highway system the new routes will be first marked out as bridle paths and later, as the community grows, will be converted into highways and boulevards.

In order to insure development along the lines planned, legislation is pending to provide Happy Valley with adequate zoning laws.

The territory to be developed is approximately 50 square miles in area of which 80% will be devoted to homes, 10% to industry and 10% to parks and recreational purposes.

Provision is also being made for the preservation of scenic beauties and the protection of the 4 creeks, which, beside the Watauga River, water the region. Excessive density of population in the region will be carefully avoided. It is thought also that the beauty of the countryside will be preserved through laws controlling billboards and other advertising signs, following the example of the legislation proposed for the state of Massachusetts which provides control for the use of the land bordering on state highways for a distance of 500 feet on either side of the right of way.

Traffic thoroughfares 80 feet wide and free from grades, sharp curves and railroad crossings, will serve as direct lines to the center of activity; and pleasure drives consisting of an inner and outer circumferential highway—one a distance of one mile from the center of the valley and the other a mile beyond the first—will connect with parkway drives on both sides of the Watauga River, which will extend from Elizabethton to Watauga.

Even airplane needs of the future have been given consideration; and it is possible that an airway connecting Memphis, Nashville and Knoxville with the East will pass over the valley, where a site for an airport has been selected along the Watauga River near Elizabethton.

With a contemplated expenditure of \$50,000,000 for the development of Happy Valley as a model industrial community, \$10,000,000 of which has already been invested for the erection of one unit of the factory, it is expected that a high type of labor will be attracted to this pleasantly named district in the hills of Tennessee.

If the plans announced are carried out intelligently and the architectural development of this new community in any way matches the skill with which it has been designed under Mr. Nolen's wise leadership, we predict that it will not only be a community much sought after by labor, but that it will become a place of pilgrimage for persons from all parts of the United States, who will desire to see a model community such as this promises to be.

JOINT REFERENCE

NO CITY PLANNING—NO ZONING?

AUG 29 1951

Russell Van Nest Black, Engineer of the Regional Planning Federation for the Philadelphia Region, and always a thoughtful student of city planning problems, raises the question in the columns of the *American City* as to whether intelligent zoning can be done without a comprehensive city plan. And, after stating the problem as he sees it, he summons to testify on this question a number of leading city planners.

In introducing his speakers, Mr. Black says:

Is it possible, for instance, to create or design a zone plan and ordinance reasonable in every part, except upon a foundation of exhaustive study of all the peculiar growth-tendencies and probable future needs of a city, or without establishing at the same time a framework of streets, parks, and air, rail, and water transportation facilities, and drainage and sanitation measures, just as certainly and firmly as it is attempted to establish the use of land through zoning? What element of danger lies in zoning without such a foundation?

These are questions which no community now contemplating the preparation or revision of a zone plan can afford to disregard.

This necessity to question would never have occurred, zoning would never have ventured so far alone, had it not seemed so easy and so cheap; had it not seemed to offer such a lot for little effort. Appearing so, it has caught the popular fancy, is frequently called upon to perform functions for which it was never intended, and now stands in danger of being over-ridden.

The tendency is great to think of ordinances as ends in themselves, and too little attention is given to the application of the ordinance both in definition of district boundaries and in administration.

These developed weaknesses are probably quite natural to such a new science in its experimental stages, but are none the less unfortunate and have resulted in many ill-advised and unsound zoning measures.

But now, after 10 years of widespread and very intensive zoning experience, we should have learned enough about this thing to detect

many of its flaws and dangers and to so reshape zoning procedure as to eliminate them. This seems especially so when we realize that zoning practice has changed very little since its inception in this country.

It seems to us that the question which Mr. Black asks is very much like the famous question "Which was first?, the hen or the egg?"

Eighteen years ago at the Philadelphia City Planning Conference, Lawrence Veiller, pointed out very clearly and definitely that until a city was zoned no intelligent city plan could be made. For, the width of streets and a thousand other things depended upon whether one portion of the city was to be given up to residences or to business or to industry.

We think that view is still a sound one. Zoning must precede city planning, although it is, necessarily, a part of city planning; and no final zoning of a city can be done without regard to its city plan. As a matter of fact, no zoning is done without regard to a city plan. For, zoning, as we know it in America, has been done almost entirely with regard to existing communities. And every existing community has a city plan, of some kind or another; its main throughfare system is certainly definitely established before there is any talk or thought of adopting zoning regulations.

It seems to us, therefore, that the question is not a difficult one, and that the answer to Mr. Black's interesting question is that zoning must precede the development of a complete city plan, but that it is a part of the city plan, and must be developed with relation to what has very aptly come to be known in recent years as the "Master" plan.

SAVING THE COUNTRYSIDE

CONTROL OF BILLBOARDS

It would seem as if Zoning might not only save our cities from developing in uneconomic and ill-considered fashion, but also rescue the countryside from despoilment.

Two recent decisions of the highest courts of two of our states, one in the Far East in Massachusetts, the other in the mid-West in Kansas, are most encouraging indications that through Zoning the American people may soon be able to control the distressing evil of hideous billboards which spoil most of our lovely scenery along the highways throughout the country, and make a motor ride, in many parts of the country, a penance, instead of a thing of refreshment of soul.

The Massachusetts case (*Inspector of Buildings of the Town of Falmouth v. General Outdoor Advertising Inc.*, 161 N. E. 899) turned

upon the question of whether a town might under its zoning power prohibit billboards along the highways in that town, or whether all such power had been relegated by the legislature to the State Highway Department.

The Court held that under the Massachusetts statute such power was vested solely in the State Highway Department under general laws.

The situation in Massachusetts has further interest, owing to the fact that the Constitution of that state was amended a few years ago to permit control of billboards.

One of the interesting questions that was squarely raised, but not decided by this decision was, whether billboards were included within zoning laws by the addition of the words "structures and premises" after the word "buildings". The Court rather held that they were, and that without these words, billboards and other advertising signs and devices would not come within the purview of zoning laws.

In the Kansas case the Supreme Court of that state (*National Sign Co. v. Board of Commissioners of Douglas County*, 28045, 266 P. 927) held that the authority of a Board of County Commissioners over county roads includes the authority to remove obstructions therefrom, which may interfere with the view of travelers.

Many interesting questions were raised in this litigation. For one, the plaintiff contended that the highway is only an easement; that the owner—in this case the farmer, on whose land the signboard had been erected—holds the fee of the land to the center of the highway with a right to use it for all purposes not incompatible with its use as a highway; and that under the admitted facts the signs in no manner interfered with the use of the highway for highway purposes and were in no manner incompatible with its use as a highway. It was urged in support of this contention that there was a strip of ground between the farm land and the dirt shoulder that skirts the slab of 17 feet, and that the sign in no way interferes with public travel; and that to mutilate the sign or to trim off that part of it within the highway would be an act of bad faith and arbitrariness for other reasons than the protection of the public in the use of the highway.

Disposing of all these contentions, the Court sums up its conclusions with these wise words:

We cannot sustain the plaintiff's contention. The statute gives the board of county commissioners the power to "lay out, alter or discontinue any road running through one or more townships in such county, and also to perform such other duties respecting roads as may be provided by law * * *" R. S. 19-212. Another provision makes it the

duty of each and every county engineer (agent of the board of county commissioners), to "remove or cause to be removed all obstructions that may be found" in the city and county highways, and the board, through its engineer, may even enter upon private lands, carry away sand, gravel, etc., R. S. 68-115.

We are of the opinion the board of county commissioners has the right to remove any and all obstructions from the public highway. In *Webb v. Commissioners of Butler County*, 52 Kan. 375, 34 P. 973, it was said in the opinion:

The fact that the public may not use or travel over the full width of such a highway will not operate to narrow it. It is frequently the case that the full width of country roads is not improved or used, for the reason that the necessities of the public for the time being do not require it; but such limited use will not lessen the right of the public to use the entire width of the highway when the increased travel and the exigencies of the public make it necessary.

See, also, *State ex. rel. Paul*, 112 Kan. 826, 213 P. 165, and note in 6 A. L. R. 1210.

In this day of the rapidly moving automobile, the traveler (the public) is entitled to an unobstructed view of the highway. The signs under consideration or other similar objects may interfere with proper view, and are included within the statement.

Supporting this judgment, the Court cites the provisions of Chapter 257 of the Laws of 1927, in which the legislature, as the Court points out, had considered the subject and had authorized the State Highway Commission "to remove any and all billboards or signs located within the limits of the right of way of state highways which bear advertising of any kind of character."